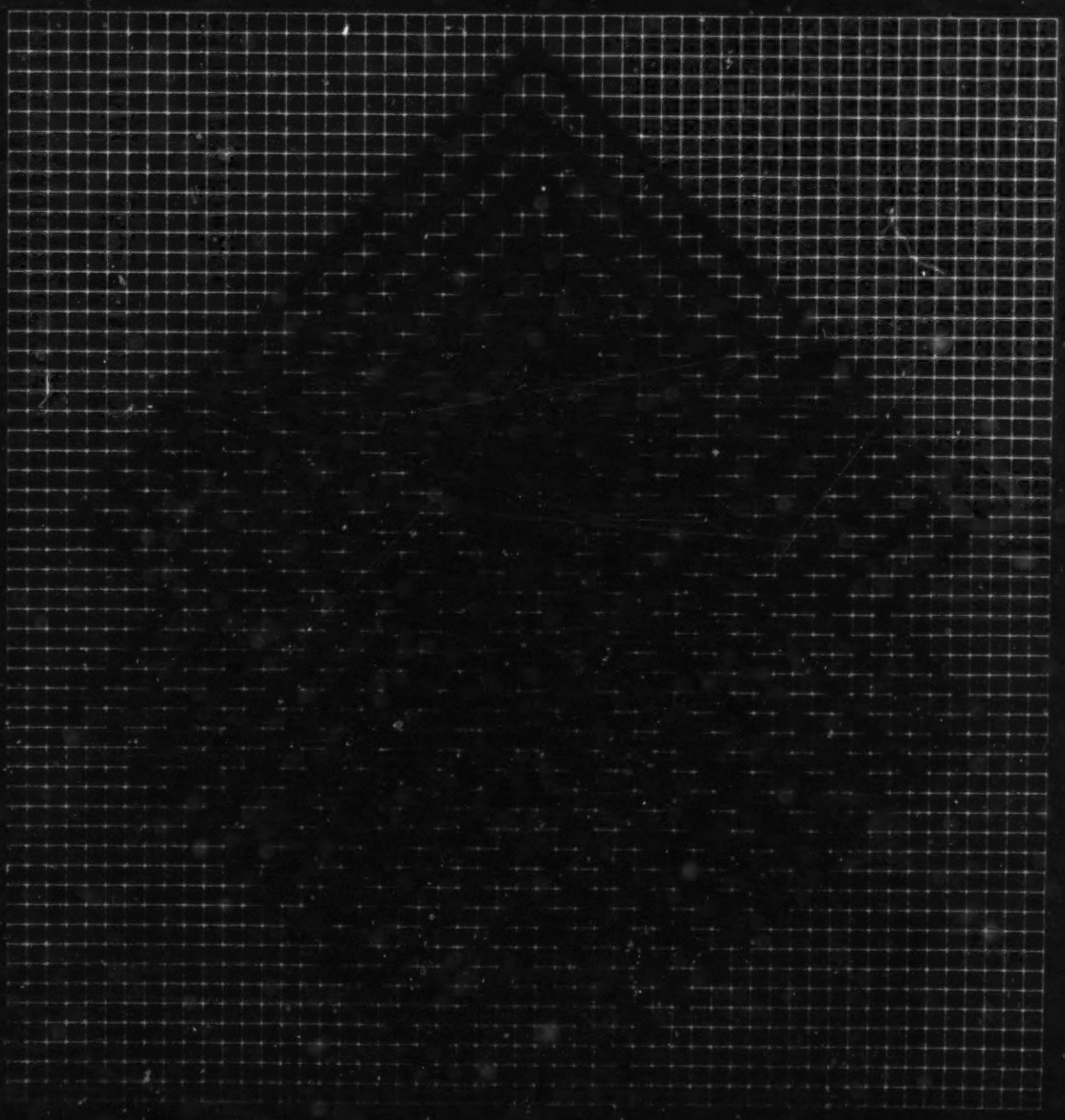
THE EMPLOYMENT OF WOMEN IN ONTARIO: BACKGROUND PAPER



THE EMPLOYMENT OF WOMEN IN ONTARIO:

BACKGROUND PAPER

Ontario Manpower Commission

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EXECUTIVE SUMMARY

The female labour force participation rate in Ontario increased steadily from 38 percent in 1966 to 56 percent in 1982. In recent years, the most significant increases have been in the participation rates of women between the ages of 15 and 44, married women, and women with children (particularly small children). In 1982, women represented 42 percent of the total labour force in Ontario, as compared to 32.6 percent in 1966.

Between 1975 and 1982, the part-time work force grew more rapidly than the full-time work force. In 1982, part-time employment represented 15 percent of total employment in the province, as compared to 12.0 percent in 1975. Greater than 70 percent of part-time workers are women. In 1982, part-time employment represented 26 percent of total female employment.

The occupational and industrial distribution of the labour force, while slowly changing, remains largely segregated. In recent years, women's share of total employment in all occupational categories increased. However, in 1982, 51 percent of total female employment in Ontario was concentrated in clerical and service occupations. Part-time employment was concentrated in these occupational areas to an even greater extent. Women comprised the majority of workers in both clerical and service occupations.

Further differences exist in the distribution of men and women within broad occupational categories. For example, in 1982, 53 percent of women employed in managerial and professional occupations were located in medical and health-related and teaching jobs. Organizational case studies and salary data illustrate women's concentration in low-level, low-paying jobs within occupations.

With respect to the industrial profile, women's share of total employment increased in all industrial sectors in recent years. However, in 1982, 43 percent of female employment was concentrated in service industries, an increase of 2.4 percentage points from 1976. In 1981, 81.9 percent of working women were employed in the tertiary sector of the economy. Women constituted less than 30 percent of all workers in manufacturing, construction, transportation, communications, and primary industries other than agriculture.

. In 1982, women represented 43 percent of all unemployed workers. The female unemployment rate was 9.8 percent, the same as the male rate.

In 1979, female full-time, full-year workers in Ontario earned 63.5 percent as much as male full-time, full-year workers. Female part-time workers earned 58.6 percent as much as their male counterparts. Occupational segregation and relative position within the occupational hierarchy are the greatest determinants of the wage gap.

The more educated women are, the more likely they are to work. The trend in education in Ontario is towards increased participation by women in post-secondary programs. The higher the educational level, the greater the increase in female participation. Women's distribution in courses throughout the educational systems in the province has changed in recent years. However, career expectations and course enrollments at all levels - secondary school, college and university - continue, at this time, largely to reflect preparation for integration into the segregated structure of the labour market.

Both the provincial and federal governments have undertaken initiatives in a variety of areas to:

- expand and improve the employment options available to women
- affect women's accessibility to employment opportunities through

  i) the provision of opportunities for upgrading and expanding their qualifications
  ii) the provision of support services which enhance women's ability to avail themselves of training and employment opportunities.

These measures include:

- legislation establishing minimum employment standards and inhibiting discriminatory employment practices
- affirmative action consulting services
- training with an emphasis on non-traditional training for women
- job creation
- counselling and placement services
- public education

- support services such as child care subsidization for those in greatest financial need.

Despite improvements in the employment status of women, significant discrepancies continue to exist between men and women in the labour force, largely owing to their continuing concentration in different occupations and at different levels within occupational categories.

INTRODUCTION

In order to develop a clear understanding of the problems facing women in the labour force and the ability of remedial action to foster a climate of equal opportunity, it is first necessary to define what is meant by the term "equal opportunity". Equal opportunity for women in the work force can only be achieved when the discrepancies between men and women in the labour force are unrelated to sex and when women are making decisions in a context reflecting the same encouragement, opportunities, and constraints that exist for men. The goal of equal opportunity policy thus becomes to expand the range of choices available to women, which does not necessarily imply statistical equality along various employment rated dimensions.[1]

The statistical profile of men and women in the labour force serves to highlight the ways and degree to which women are disadvantaged relative to men in the labour force. By focusing attention on the reasons underlying the statistical inequities, it becomes evident that the explanation for the patterns which emerge is not found exclusively in the barriers existing in the objective conditions and requirements of the labour force.[2] The role of women and the attitudes of society affect choices and impose constraints which are reflected in labour force patterns through their influence on public policy, employer attitudes, women's attitudes about themselves, and on aspects of the personal and work environments of women. Specifically, they manifest themselves in such impediments as result from:

- a dual responsibility for family and work
- a lack of family support for working women
- an absence of role models
- sex stereotyping and discrimination in the socialization and educational processes

- systemic discrimination in employment practices*
- a lack of support from co-workers, particularly in non-traditional areas.
- a concept of women as secondary workers and secondary earners
- the undervaluing of work performed by women
- a lack of understanding of the capabilities of women.

The fact that the labour force reflects and perpetuates attitudes rooted in society generally suggests that intervention cannot be exclusively restricted to the labour force. Simultaneous efforts are required to effect change in those areas and institutions which both shape attitudes and aspirations and restrict women's employment options.[3]

This report primarily focuses on the basic dimensions of women's employment experience in Ontario, on their prospects and on the remedial legislation and programs which have been put into place to enhance these prospects.

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*The term 'systemic discrimination' refers to employment practices which intentionally or otherwise inhibit women from entering into employment, or developing their career, in the same way as their male counterparts.

Footnotes

[1]Cook, G.C.A., Achieving Equal Pay And Equal Opportunity: The Role of Private Decisions And Public Policy, 1978. (A paper presented at the Equal Pay/Equal Opportunity Conference sponsored by the Ontario Ministry of Labour in January, 1978.).

[2]Ibid.

[3]Ibid.

CHAPTER I

SECTION A

EMPLOYMENT DIMENSIONS: THE FEMALE LABOUR FORCE IN ONTARIO

The nature of the work force has changed dramatically over the past two decades as a result of the trend towards increased participation by women. During this period of time, the participation rate of women in Ontario has nearly doubled. The following section outlines the characteristics of the female labour force and the trends in their employment status relative to men.

Historical Perspective

Information regarding female employment in Canada and Ontario in the first half of the twentieth century is scarce. However, the employment restrictions placed on married women, who were not self-supporting during the Depression and following World War II, demonstrate that women have consistently assumed, or been relegated to a secondary role relative to men in the labour force. As may be expected, the dismissal of women from wartime jobs in order to accommodate returning veterans contributed to a decrease in the female participation rate in the years immediately following the war.

By 1956, the participation rate of women had once again risen to the levels recorded in 1947. Occupational distribution, however, shifted from that of the years when women had replaced men in non-traditional areas. The 1950's saw women clustered in traditionally female occupational categories. The clerical, service and sales areas have continued over the years to absorb the majority of growth in female employment, resulting in the perpetuation of an occupationally segregated labour force.

Labour Force Participation

The female labour force participation rate* in Ontario increased steadily from 38 percent in 1966 to 56 percent in 1982. The male participation rate decreased slightly from 82.2 percent in 1966 to 79 percent in 1982.1

The female labour force in Ontario increased from 1,106,000 in 1970 to 1,923,000 in 1982. The male and female working age populations increased at approximately the same rate between 1970 and 1982. The sex distribution of the population remained relatively constant, with women in 1982 representing 51.1 percent of the 6,707,000 persons 15 or over in the province.** However, between 1970 and 1982, the male labour force increased by 25 percent, while the female labour force increased by 74 percent.[2]

Women, in 1982, represented 42 percent of the labour force in Ontario as compared to 32.6 percent in 1966.

Participation By Age

The trend is towards increased participation by women in all age groups. The greatest increase in participation rate has been by women between the ages of 15-44, particularly those between the ages of 25-44, the major child-bearing and child-rearing years. In 1982, the participation rate of women in this age group (25-44) was 72 percent, an increase of 28 percentage points from 1966. Participation rates for men have remained relatively constant, excluding the rate for those in the 15-19 year group, which experienced a 9 percentage point increase between 1966 and 1982 to 58 percent.

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*The percentage of all women 15 or over who are working or looking for work.

**Women constitute a slightly higher proportion of the working age population than men when persons 65 years of age and over are considered (51.2% as compared to 48.4% in 1981). When persons 65 and over are excluded from the analysis, the proportion becomes more equal (50.3% as compared to 49.7% in 1981).

The consistently greatest participation rate for women has been by those in the 20-24 year group (76 percent in 1982), followed by women between the ages of 25 and 44 (72 percent in 1982). For men, the greatest participation rate is by those in the 25-44 year group (96 percent in 1982), followed by men between 45-64 years of age (87 percent in 1982).

For all age groups, the participation rate for men continues to be higher than for women though only marginally in the youngest age group.[3]

Participation By Marital Status

The trend is towards increased participation by women in all marital status categories although there was a slight decline in the participation of widowed or divorced women between 1980 and 1982.[4]

The greatest increase has been in the participation rate of married women. In 1951, only 15 percent of the married women in Ontario worked. By 1982, their participation rate was 56 percent. In that year, married women represented 61 percent of the female labour force in Ontario and 26 percent of the total labour force.[5]

Participation By Presence Of Children

. The trend is towards increased participation by women with children of all ages. By 1982, the participation rate of women with children under 16 years of age was 56 percent. In recent years, the greatest increase in participation rate has been by women with children under the age of three (a 15 percentage point increase between 1975-1982); by 1982, 52 percent of all women with at least one child under the age of three were in the labour force in Ontario. The older the youngest child in a family becomes, the more likely a mother is to work.[6]

In 1982, women with children under 16 represented 35 percent of the female labour force and 15 percent of the total labour force in Ontario.[7]

Participation By Marital Status And Presence Of Children

The participation rate of women with children in Ontario in all marital status categories increased substantially between 1975 and 1982 although 1982 rates were not quite as high as those in 1980. Single, widowed or divorced mothers are generally more

likely to work than married mothers. There was a five percentage point difference in participation rates between these two groups in 1982.

In 1982, 89 percent of women in the Ontario labour force with children under 16 were married; 11 percent were widowed, divorced or single.[8]

Occupational Distribution

Generally, the segregated occupational structure of the work force has not been altered much in recent years. In 1982, 61 percent of total female employment in Ontario was concentrated in clerical, service and sales occupations, a two percentage point decrease from 1976. While the degree to which female employment was concentrated in clerical and sales occupations decreased slightly between 1976 and 1982, women's share of total employment in these areas increased. In 1982, over one-half of all working women were concentrated in clerical and service occupations - two areas in which they constituted the majority of workers. In 1982, women represented over three-quarters of the clerical work force alone.

In 1982, 48 percent of total male employment in Ontario was concentrated in processing, managerial and professional occupations, an increase of 3 percentage points from 1976. In 1982, men constituted over three-quarters of the labour force in primary, processing, construction, transportation, and materials handling occupations.[9]

Further distributional differences exist between men and women within broad occupational categories. For example, in 1982, 53 percent of women employed in managerial and professional occupations were concentrated in medical and health-related (32 percent), and teaching (21 percent) jobs, as compared to 17 percent of men. On the other hand, 68 percent of men in managerial and professional occupations were concentrated in natural science (24 percent) and administrative (44 percent) jobs, as compared to 32 percent of women. Women constituted over 70 percent* of all workers employed in medical and health-related occupations (79 percent); men represented over 65 percent of the labour force in administrative (68 percent), natural science (84 percent), and religious occupations (89 percent).[10]

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*70 percent concentration of one gender in an occupation generally is considered an indication of gender domination.

Differences between men and women within broad occupational categories and, specifically, women's greater degree of concentration in low-level, low-paying jobs are further illustrated by organizational case studies and salary data. For example, as is outlined in section B of this chapter, in the Ontario Public Service in 1982, although some redistributional progress had been made, women were still underrepresented (less than 30 percent representation) in 61 occupational groups within broad occupational categories as compared to 64 groups in 1977. In 1982, 12 groups were entirely male-dominated as compared to 13 groups in 1977. Women represented 7 percent (43) of all classified employees in executive positions as compared to 3.9 percent (29) in 1977. In 1982, only 6 percent of women in the OPS had earnings in excess of $27,000, as compared to 33 percent of men; approximately 62 percent of women earned less than $17,000 as compared to approximately 17 percent of men.[11]

Industrial Distribution

Women's share of total employment has increased in all industrial sectors as a result of their increased participation in the work force. However, in 1982 women constituted less than 30 percent of all workers per category in manufacturing, construction, transportation, communication and other utilities, and primary industries other than agriculture. Between 1976 and 1982, the degree to which female employment was concentrated in service industries increased by 2.4 percentage points to 43.5 percent of all working women.12 Service industries generally experienced a high rate of employment growth between 1978 and 1981 relative to those industries in which women are underrepresented; the latter have experienced declining growth rates, i.e., primary industries. However, the growth in service industries declined in 1982.[13]

A division of the 1981 Ontario labour force into primary, secondary, and tertiary sectors reveals a concentration of women in the tertiary or service-producing sector (81.9 percent of women as compared to 57.6 percent of men).14

Participation and Education

Generally speaking, women in the work force are slightly better educated than men. The more educated women are, the more likely they are to work.[15] Approximately two-thirds of the men and women in the Ontario labour force have no post-secondary education. In 1982, more men than women had a university degree (14 percent as compared to 10 percent); however, more women than men had a post-secondary diploma or certificate (14 percent as compared to 10 percent).[16]

Trends have been identified in Canadian post-secondary enrollments which have altered and will continue to alter the educational characteristics of the female labour force. Female full-time post-secondary enrollment of the 18-24 year old female population rose from 7.4 percent in 1960/61 to 18.1 percent in 1978/79, approaching the male enrollment rate of 20.4 percent. In the same period, the proportion of full-time university undergraduates who were women increased from 24.8 percent to 44.9 percent. The proportion of female graduate enrollments also increased from 22.3 percent in 1970/71 to 33.3 percent in 1978/79.[17]

Women's level of education is increasing; however, their distribution in courses and programs throughout the educational systems of Ontario, while changing, continues to reflect aspects of the segregated structure of the work force.

University

In 1971, 83.3 percent of all full-time female undergraduates were registered in Arts and Science, Education, Household Science, Nursing or Social Work. By 1978, female participation in these programs had decreased to 75 percent. In that same year, only 9 percent of the undergraduate Engineering and Applied Science enrollment was female; 66 percent of all female graduate students were registered in a Humanities or Social Science program.[18]

In recent years, there has been an increase in the proportion of female students in professional schools. The professional areas with the greatest increases in female participation between 1973/74 and 1980/81 were veterinary medicine and law. Medicine, business administration, law, and veterinary medicine are no longer male-dominated, i.e., women's representation exceeds 30 percent of total enrollment.

A survey of 1979 university graduates in Ontario indicated that in most instances the full-time employment rate for men was greater (91.0 percent overall for men as compared to 82.1 percent for women).[20]

Colleges of Applied Arts and Technology (C.A.A.T.)*

In 1981-82, women made up 53 percent of the full-time enrollment at community colleges in Ontario. The nature of men and women's enrollments in programs reflected, to a certain extent, their occupational distribution in the labour force.

Technology remained a male dominated division (88 percent male enrollment, while Health remained female-dominated (89 percent female enrollment). Of all college courses, 11 percent (39 courses) remained entirely male-dominated.[21]

The inclusion of clerical and travel programs in the Business Division contributes to the high participation of female students in that area (61 percent female enrollment). In 1981-82, 99 percent of the students in clerical progra[illegible] 91 percent in retailing programs were female; 70 percent of those in travel a[illegible]rism were female.[22]

Secondary School

In recent years, a number of studies were undertaken to characterize course and career choice differences which exist between male and female students in secondary schools in Ontario.[23] The issues are important since choices made at the high school level can influence future career options. An understanding of the origin and nature of such choices is essential to the determination of educational interventions which can affect existing discrepancies between the sexes, towards the expansion of the educational and career options of students. The findings of these studies are summarized in Appendix II.

For the most part, differences between male and female students have been documented in the following interrelated areas:

1. course choices
2. career salary expectations
3. the way in which various factors influence educational and career choices.

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*Does not include consideration of NTTP training and apprenticeship programs.

Regarding course choices, a notable difference between the sexes may be observed with respect to mathematics participation in the senior grades. Typically, male students more frequently elect mathematics options. Further, the number of males pursuing Algebra, Calculus, and Functions and Relations is significantly greater than the number of females who do so. The Toronto Board of Education in its study, 'Mathematics: The Invisible Filter', has observed that the "mathematics avoiding" student will be limited to choosing from an increasingly abbreviated set of career and job opportunities.

Underemployment

Graduates are considered to be underemployed if they have jobs that do not require the certificate, diploma, or degree they received. Data from the 1976 survey of Canadian post-secondary graduates indicates that men and women with the same training tend to find jobs in different fields, with women highly concentrated in clerical occupations. For example, the most common occupation for female college graduates in business, management and commerce programs was clerical; for male graduates with the same specialization, the largest occupational groups were managerial and sales.[24] While not all of this job differential can automatically be assumed to represent underemployment, it is probable that a part of the female work force is presently working at levels lower than capacity.[25]

With respect to 1976 community college graduates, male graduates were underemployed to a greater extent than their female counterparts, whereas in both 1976 and 1979, female university graduates were underemployed to a greater extent than male university graduates.[26]

Part-time Employment*

In Ontario, between 1975 and 1982, the part-time work force grew more rapidly than the full-time work force, particularly with respect to female part-time employment. In 1982, there were 622,000 part-time workers in the province, constituting 15 percent of total employment in Ontario, as compared to 12.0 percent in 1975. Approximately 40 percent of all part-time employment in Canada was concentrated in Ontario. In 1982, 71 percent of all part-time jobs in Ontario were held by women; 26 percent of total female employment, and 8 percent of total male employment was part-time. Of those women in Ontario who were employed part-time in 1982, 36 percent were between the ages of 15 and 24, and 38 percent were between the ages of 25 and 44; 60 percent of them were married. Of those men employed part-time, 74 percent were between the ages of 15 and 24, and 76 percent were single.[27]

Most part-time work is found in sales, service, and clerical occupations. Women's high degree of concentration in these areas is partially accounted for by the extent and nature of their part-time participation in the labour force. In 1982, 72 percent of all female part-time workers in Canada were employed in sales (15 percent), service (28 percent), and clerical (29 percent) categories. Part-time male employment was distributed across a broader range of occupations, apart from a 29 percent concentration in service occupations, an increase of two percentage points from 1979.[2**]

With respect to the industrial segregation of female part-time employment in Canada, in 1982, women were concentrated in service (53 percent) and trade (27 percent) industries.[29]

Part-time work provides valuable employment opportunities for persons who are unable or unwilling to work full-time. For example, it creates options for women with young children who want or need to balance family and career responsibilities. Part-time work also accommodates those students in financial need and those seeking employment experience to further their future careers.

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*Statistics Canada defines a part-time worker as one who is employed in the reference week and who usually works less than 30 hours a week. The data available in the Labour Force Survey does not distinguish between casual, seasonal, regular, and permanent part-time employees.

**Data by sex not available prior to 1979.

There are, however, a number of disadvantages experienced by part-time workers relative to the full-time work force.[30]

Concentration in Low Wage Jobs

Part-time employees generally earn less than full-time employees working in the same industry and, in some cases, within the same narrowly-defined occupations. Part-time work is traditionally concentrated in low-paying jobs.

Lack of Fringe Benefits

Opportunities for advancement to supervisory positions are rare because relatively few supervisory positions are available on a part-time basis.

Job Security

Part-time work usually has a high turnover rate. At the same time, the part-time work force is unionized to a lesser degree than the full-time work force, affecting the degree of job security which is guaranteed to this work force.

Unemployment

Between 1966 and 1981, the unemployment rate was consistently higher for women than for men; in 1982, it was equal at 9.8 percent for both sexes.[31] Women constituted 42 percent of the labour force and 43 percent of all unemployed workers in 1982.[32]

Unemployment By Age[33]

The highest unemployment rate for both men and women has consistently been for those between the ages of 15 and 19. This group also experienced the greatest increase in unemployment between 1966 and 1982 (fifteen percentage point increase for men; nine percentage point increase for women).

Between 1978 and 1982, the annual unemployment rates for all age groups increased. The unemployment rate for women 25 years of age and over, particularly for those between 25 and 44, has been consistently greater than for men in this age group, whereas younger women (15-24) experience a lower unemployment rate than men in a comparable age group.

Unemployment By Marital Status

In 1982, single persons, particularly men, experienced the greatest degree of unemployment in Ontario. In that year, the unemployment rate for single men was 17 percent; the unemployment rate for single women was 12 percent. The unemployment rate for married men was 7 percent; the unemployment rate for married women was 9 percent.34

Data is also available comparing unemployment rates for male and female heads of families. In 1982, 7 percent of men heading families in Ontario were unemployed as compared to 12 percent of women heading families. Whereas, the unemployment rate for male heads of families is lower than the overall male rate, the rate for female heads of families is higher than the overall female unemployment rate.35

Unemployment By Occupation

In 1982, women in all occupational categories in Ontario except clerical and construction experienced a higher unemployment rate than men in that category. Both sexes had a 7.6 percent rate of unemployment in the clerical category; women's unemployment rate was not available for the construction category. The highest female unemployment rates were in processing (18 percent), transportation (17 percent), materials handling (15 percent) and primary occupations (13 percent). The highest male unemployment rates were in construction (18 percent), processing (13 percent), materials handling (12 percent) and primary occupations (12 percent).[36]

Unemployment By Industry

In 1982, women in Ontario experienced a higher unemployment rate than men in all industries except construction (11 percentage point difference), and trade and other primary industries, which had the same rate of unemployment for both sexes. The highest female unemployment rates were in primary industries other than agriculture (20 percent) and manufacturing (14 percent). The highest male unemployment rates were in construction (19 percent) and primary industries other than agriculture (20 Percent).[37]

Unemployment By Educational Level

In 1982, women with Grade 8 education in Ontario had the highest unemployment rate (12 percent); men with a university degree had the lowest rate (4 percent). In 1982, the greatest discrepancies in unemployment rates were between those men and women with a university degree (6 percent for women compared to 4 percent for men) and those with a maximum of a Grade 8 education (12 percent for women as compared to 11 percent for men).[38]

Wages and Income

There is a greater discrepancy between the wages of male and female full-time workers than between part-time workers. In 1981, full-time female workers in Ontario earned, on the average, 63.0 percent as much as male full-time workers. Part-time female workers' earnings were 67.4 percent of part-time male earnings. Between 1977 and 1979, full-time female workers made modest progress towards wage parity with men (2.6 percentage point decrease in gap). The greater degree of part-time labour

force participation by women widens the gap existing between comparable male and female work forces.[39]

Wages and Marital Status

Contrary to the common conception of married women as secondary earners who are, for the most part, supported by their spouses' income, women's wages are an integral part of family income. In 1979, 40 percent of married women in the Canadian labour force had husbands who earned less than $15,000 a year.[40] A study by the National Council of Welfare reported that in 1979, 65 percent more two-parent families would have fallen below the poverty line if both parents had not been employed.[41] Approximately 40 percent of working women are single, widowed or divorced. The income for female-headed families in Canada is considerably lower than that of male headed families ($13,910 as compared to $25,397 in 1979). In 1979, 36.0 percent of all female headed families were classified as low income as compared to 10.4 percent of all Canadian families.[42]

Wages By Occupation

In Canada, the earnings discrepancy is reflected across occupational categories. The greatest wage gains for women between 1972 and 1979 were made in service (10.9 percentage point decrease in wage gap), sales (8.1 percentage point decrease), and managerial (7.3 percentage point decrease) occupations. While the gap in service and sales occupations decreased considerably, women's wages in those areas continued to be less than 50 percent of men's wages. The wage gap increased by 13.3 percentage points in the processing and machining category, and women's wages became 57.7 percent of men's.[43]

Wages and Education

It can be demonstrated quantitatively that education does not equalize wages for women, both in the case of women in the labour force and recent graduates beginning their careers. Statistics Canada data show that in 1979, women in the Ontario work force with a university degree earned an average of $12,983 as compared to men with a degree who earned $24,143. Women with high school and some post-secondary education earned on average $7,549 as compared to men with similar education who earned $14,840.44

In 1980, Anisef published the results of a longitudinal study of a sample of Grade 12 students in Ontario up to the time they had all entered the work force. He found that within that sample, not controlling for educational level, the starting salaries of women were about 80 percent of the starting salaries of men. He also found that the wage differential was greatest out of high school and least at the community college level.[45]

The Statistics Canada survey of all 1976 post-secondary graduates in Canada does not confirm this finding. While the survey did find a discrepancy in male and female graduates' salaries, the differential was greater at the community college level (25 percent) than at the university level (11 percent). The salaries of women holding professional degrees were more likely to approximate those of similar male graduates (95.8 percent).[47]

Factors Affecting The Wage Discrepancy Between Men And Women[48]

While the foregoing discussions reveal the degree of difference in the relative earnings of men and women, they do not characterize the source of the discrepancy. Gunderson, through both his own research and a comparison of data from various Canadian and international studies*, has been able to demonstrate the relative impact of the variables contributing to the wage gap. In some cases, these studies have adopted different methodological approaches to an investigation of the same situation. However, they all provide data to support the general conclusion that occupational segregation and distribution and differences in productivity-related characteristics are more important determinants of the wage gap than wage discrimination within narrowly-defined occupations in the same company.

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*Appendix III outlines

1) the Canadian studies considered,
2) the unadjusted and adjusted degree of wage difference revealed
3) the differences which exist in data sources,
4) the differences in the factors that were considered for adjustment.

The degree to which various factors contribute to the (unadjusted) wage gap may be as follows:*

- differences in productivity-related characteristics 25%
  (education, training, experience, language, residence, hours worked)
- differences in industries 15%
- differences in broad occupational categories, across establishments** 20%
- differences in levels within broad occupational categories, across establishments 20%
- wage discrimination within narrowly-defined occupations, within establishments 20%

The degree of the wage gap attributable to wage discrimination reflects discrimination:

- between jobs which are substantially similar in each of the areas of skill, effort, responsibility, and working conditions
- between jobs which are substantially similar overall, but not necessarily in each of the four areas
- between jobs in different locations of the same company, within a specified geographic area, which are substantially similar by either of the above criteria.

Gunderson also uncovered the following points in his analysis:

- Most, but not all of the evidence suggests that the relative gap is narrowing slightly over time.

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*It should be strongly emphasized that the figures presented are estimates.

**The definition of establishment used in this analysis is from the Statistics Canada publication, Wage Rates, Salaries, and Hours of Labour. It encompasses both single location establishments, and multi-location establishments within the same industry and a specified geographic area, depending on the structure of the company and its reporting method.

- Both the adjusted and unadjusted earnings gaps tend to be much smaller in the public than private sector, although an adjusted gap does exist in the public sector.

- The economic return for education appears to be higher for females than males at advanced levels of education but not at early levels of education.

- The earnings gap tends to be smaller in unionized establishments.

- The adjusted earnings gap tends to be smaller when job evaluation schemes are utilized to assess productivity. However, the results from different job evaluation schemes tend to vary considerably.

- Internationally, there is considerable similarity in the magnitude of the earnings gap and in some of its determinants. In the United States, the adjusted ratio in narrowly-defined occupations within the same establishments averaged 94 percent in the five studies reported, as compared to 90-95 percent in Canada.

Pensions

There are a number of issues related to the structure of both public and private pension plans which result in discrepancies in the retirement provisions of men and women. In 1980, the Royal Commission on the Status of Pensions in Ontario concluded that pension plans discriminate against women systematically rather than intentionally:*

> Pension plans and other retirement arrangements are not inherently discriminatory against women. Rather, the design and operation of retirement arrangements today often combine to result in women obtaining minimal retirement income.[49]

The facts bear out this conclusion. In 1977, 55 percent of women in Canada aged 64 to 69 were living on incomes below the poverty line.[50] In 1980, 71.4 percent of women over 65 earned less than $6,000 a year as compared to 38.7 percent of men.[51] Sole-supporting women fare only slightly better than married women.

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*The recommendations of the Commission, known as the Haley Commission, have been reviewed by a Select Committee of the Legislature.

The trend towards increased labour force participation by women possesses the potential to ameliorate the discrepancy between men and women's retirement earnings by providing women with greater access to pension plans.

Union Membership

The increase in female union membership in Ontario has exceeded the overall growth of the female labour force. Between 1968 and 1979, the female union membership more than doubled, reaching a membership of 306,842. In 1979, women represented 27.5 percent of the total union membership in the province as compared to 17.7 percent in 1968. In 1979, 17.5 percent of all working women in the province were unionized. However, there were still proportionately fewer working women in unions than men.52

Examination of the levels of union membership by industry reveals a low degree of unionization in industries with high proportions of female employees. Conversely, the industries with low female participation show a higher degree of unionization.53 In 1978, 45 percent of all unionized women were in unions with over 50 percent female membership.54 The fact that women are more concentrated in small sized establishments and in part-time work contributes to lower union membership levels for women than men.

In 1977, unionized female office workers in Canada earned 91 percent of the wages of unionized male office workers in comparable occupations. However, they earned on the average $104 per month more than non-unionized women in comparable occupations.55

Impact Of Child Care On Women's Employment

In balancing the responsibilities of family and career, women more frequently then men, make decisions (such as the decision to withdraw from the labour force to care for young children) of consequence to their career. From this vantage point, access to child care and the nature of such care may either limit the employment options available to women or adversely affect their employment records and, thus, becomes an employment-related women's issue.

A positive relationship between the availability/provision of child care and women's participation in the labour force exists. Such arrangements can also affect women's flexibility, mobility and productivity in a work situation.56

The trend toward high levels of labour force participation by women in all marital status categories, women with children, and women of child bearing age is likely to continue, supported by both sociological and economic factors. Thus, the demand for child care will be sustained.

As previously noted, Ontario's working age population totalled 6,707,000 people, 51.0 percent of whom were women (1982). In that same year, the participation rate of women reached 56.0 percent.

Further, there were 670,000 women in the Ontario labour force with at least one child under 16, representing 34.8 percent of the total female labour force. (The participation rate among that group of women was 56.5 percent.) Of these women, 24.6 percent had at least one child under the age of three, and 17.9 percent had at least one child between the ages of three and five.[57] The older the youngest child in the family, the more likely the mother is to work.[58]

Single, widowed or divorced mothers are generally more likely to work than married mothers. A 5.0 percentage point difference in participation rates between these two groups existed in 1982. An exception may be noted in the case of married women with children under the age of three, who have a slightly higher participation rate than other women with children in this age group (1.3 percentage point difference in 1982).

In 1982, 89.0 percent of women in the Ontario labour force with children under 16 were married; 11.0 percent were widowed, divorced or single.[59]

Equally significant to labour force participation rates, with respect to the demand for child care, are the reasons motivating that participation. Two factors are identified - financial need and changes in the concept of family:

- Temporary economic dislocation and rising unemployment levels have heightened the need for two-income families.

- The drop in the number of Canadian families below the poverty line between 1969-1980 is attributed to the addition of a second worker in the family - women who work full-time contribute an average of 39 percent of family income.[60]

- There has been a growth in the number of female-headed families - these are six times as likely to be poor than male-led families (41.5 percent opposed to 7 percent).[61]

- It has become the normal experience for children in a modern industrialized society to be reared in a family where both parents work.[62]

It has been estimated that in 1980 there were 355,000 children under the age of six for whom child care arrangements were required.[63] Approximately 10-20 percent of the children requiring care in the province receive it in a licensed group centre or private home setting. Of these, approximately one-third are subsidized. The fees for licensed child care may be a prohibiting factor for many parents who are not eligible for subsidy. Costs and fees vary between settings and between communities. For example, in 1979, reported charges from a sample of municipal centres in Ontario to full fee-paying parents for a full-day program for a non-handicapped child varied from $5 to $15 a day.* Fees for part-time services are less; fees for handicapped children are more.[64] The maximum federal child care tax credit per annum is $1,000 per child.

The remaining 80-90 percent of the children with working parents in the province receive unlicensed care in either their own home or in other homes. When paid, it has been estimated that non-resident relatives receive an average of approximately $21 a week per child.[65] By way of comparison, the 1981 minimum wage set by CEIC for live-in domestic workers who are not Canadian citizens or landed immigrants is $710 a month, with a maximum room and board deduction of $216 a month; this is equivalent to a wage of roughly $110 per week.

The cost factor may allow only subsidized parents or parents in higher income groups to take advantage of formal child care arrangements.

Available data does not indicate whether receiving unlicensed care in a home situation reflects parental preference or a lack of satisfactory and/or affordable

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*These figures are based on 1979 sample data. They do not, therefore, reflect current fees and may not accurately reflect the actual fee range. For example, the 1981/82 per diem fee at Ryerson Day Care Centre in Toronto was $17.00, i.e., $85.00 a week; at Mothercraft in Toronto the fee was $97.50 a week.

alternatives.[66] However, the need for licensed subsidized and unsubsidized* child care for children of all ages may exceed the availability.** To a certain extent at least, this can be interpreted as a measure of inadequate alternatives and/or preference for a supervised form of care.

Research on the extent to which the availability of child care affects women's overall access to the labour market is inconclusive.[67] However, the provision of subsidized care has clearly been demonstrated as a means of facilitating the entry into the labour force of single parent mothers in receipt of social assistance. The Municipality of Peel found that 29 percent of its single parent mothers on General Welfare Assistance wanted to work, and that their success rate in obtaining work was approximately 75 percent, once they had secured child care space for their children. A comparison of child care and welfare costs shows a substantial public saving of more than $1,900 per family for the average single parent receiving family benefits who choose to work and use child care.[68]

Accessibility is only one aspect of the potentially restrictive influence of child care on women's employment. The nature of such arrangements can also affect women's flexibility, mobility, and productivity in a work situation. For example, in many situations, care is not available when either the child or the care giver is ill. The times at which care is available are often inappropriate for women required to work irregular hours or weekends. This problem exists for both parents who work shifts and those in higher positions required to work unpredictable hours. As well, a great deal of time may be spent travelling when the child care facility is not located near the home or place of work.

The provision of work place child care is becoming an increasingly prevalent solution in many countries to the increased child care need resulting from rising labour

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*The existing arrangement under the Canada Assistance Plan provides that the Federal Government will reimburse the province for 50 percent of the costs of subsidized day care. The province pays 30 percent of the remaining costs and municipalities pay 20 percent. Quotas are set by municipal governments as to the number of spaces they will subsidize. Eligibility is determined by the municipalities through the administration of a test assessing resources and budgetary needs.

**Waiting lists are the source of this statement. They are not a precise measure of degree of need since a) some people list their children on more than one list, and b) some centres limit the size of waiting lists.

market participation by women (Britain, U.S., France, Japan, etc.). In Ontario, it is not widespread. Work-place child care is defined as any involvement of employers or unions in the provision of child care for employees. Such involvement can encompass a broad range of activities, ranging from child care allowances, paid by the employer to employees with children; or counselling-referral services set up by employers to provide information, support, and guidance to working parents in need of child care services and facilities.69

The use of quality, reliable work place child care has been demonstrated to have a positive effect on women's employment records. Specifically, it reduces absenteeism, tardiness, and job turnover. It has also been documented as an effective means of enhancing an organization's recruiting ability, as well as of improving employee morale and the employer's public image.70

The positive effects of work place child care are also felt by parents and by the family as a whole. Children have the opportunity to learn about the parents' work role; parents and children have the opportunity to spend more time together, for example, at breaks and lunch. Such child care is stable, suited to particular work schedules, and often less expensive than community-based programs.71

The charges of work place child care to parents, even without subsidy from employees or unions are, in some cases, less than those of community-based centre care which can cost in excess of $350 a month. The subsidization which many employers and/or unions provide in the form of services or cash benefits can further reduce the costs. For example, the Health Sciences Centre Day Nursery in Winnipeg was provided with initial funds of approximately $60,000 in maintenance grants by the Manitoba government. Costs are offset by special projects established under the Canada Works grants. The annual deficit of the Centre is absorbed by the hospital, as is the deficit of the Child Care Centre at Riverdale Hospital in Toronto which also provides laundry, cafeteria, maintenance, and carpentry services. The city of Toronto is providing space and maintenance in perpetuity to the Hester Howe Daycare Centre at City Hall. The city also spent $86,000 on renovations and equipment and is providing ongoing funds of $20,000 to cover half-year operating costs. As a result, fees have been reduced to approximately $60 a week for parents who work for the city and $75 a week for others.[72]

This is not to say that work place child care is without drawbacks. For example, getting to and from work with small children is often difficult. Some groups have objected to work place child care on the grounds that it may, in a tight child care market, tie workers to poorly paid or inappropriate work situations.[73]

Work place child care, employer and/or union supported, is best conceptualized as one option in a diverse delivery system geared to best meeting the diverse needs of working parents.

SECTION B

EMPLOYMENT DIMENSIONS WOMEN CROWN EMPLOYEES[74]

Participation

In April 1982, there were 28,563 women in the Ontario Public Service representing 41 percent of total employment in the public service,(a two percentage point increase in representation from 1977).

Occupational Distribution[75]

In 1982, 51 percent of all women crown employees were concentrated in the clerical and office service categories (a slight decrease from the previous year). In 1982, women constituted over 86 percent of the total OPS in the office services (96 percent), clerical services (80 percent), and clerical module (78 percent) categories.* Between 1978 and 1982, women's representation increased in all occupational categories, except office services, scientific and professional services and technical services. The greatest representational increases were in two management modules. The clerical module experienced an increase in female representation from 68 percent to 78 percent; the administrative module experienced an increase from 18 percent to 27 percent. As of March 1982, women comprised 7 percent (43) of all classified employees in executive positions. This was an increase of three percentage points from their representation of 4 percent (29) in 1977.

In 1982, women crown employees were underrepresented** in 61 occupational groups within broad occupational categories, excluding those 12 groups which were entirely male dominated (100 percent). Of all women in the OPS, 9 percent were

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*The term "module" is used to identify occupational groups within the Management Compensation Plan. Services categories identify occupational groups represented by bargaining units.

**Less than 30% of total group population.

employed in these 61 groups. Between 1978 and 1982, women's representation increased in 80 percent of the underrepresented groups. In 1981/82, 512 women were hired into occupational classes in which they were underrepresented. Approximately 29 percent of the ministries reporting, met or exceeded their hiring/promotional targets for that year. Women represented approximately 15 percent of all applicants for vacant positions in underrepresented groups and approximately 16.3 percent of those who were hired into positions for which there was a competition or a competition waiver.

During 1981/82, 1,375 accelerated career development initiatives* were provided for women representing 5 percent of all women in the Ontario Public Service. Of these initiatives, 4 percent (58) were undertaken as a result of the 1981/82 Affirmative Action Incentive Fund.

Part-Time Employment

There is currently no provision for permanent part-time employment in the Ontario Public Service. There are, however, at any point in time, between 10,000 - 25,000 unclassified employees working under a variety of part-time arrangements including summer and seasonal workers, those working on contract on non-recurring projects, temporary office workers, and part-time workers who are consistently employed for a set number of hours per week.

Unclassified employees are not entitled to pension provisions under the Public Service Superannuation Act. While some of the part-time workers are covered by the public service collective agreement, to date, they have not been entitled on a prorated basis to a number of the predominantly health and insurance-related benefits to which full-time employees have access.

Part-time employment has recently been investigated. The recommendations of the Task Force on Permanent Part-time Employment concerning the inclusion of permanent part-time employment in the public service are currently under discussion.

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*Includes: On-the-job training, job rotations, secondments, full-time sponsorship of special staff development.

Wages[76]

As of March 1982, women's wages in the OPS were 73.6 percent of men's wages. Approximately 62 percent of all women earned less than $17,000 as compared to approximately 17 percent of men with earnings in this range. The majority of men (50 percent) had earnings in the $17,000 - $26,999 range, as compared to 32 percent of women. Only 6 percent of women had earnings in excess of $27,000 as compared to 33 percent of men. Occupational segregation and distribution are major determinants of the wage gap.

Footnotes

[1]Appendix I, Table 7 and Table 8, Statistics Canada; The Labour Force 1981 and 1982, Statistics Canada; The Labour Force Annual Averages; 1975-78, 1966-74 estimates are based on the Revised Labour Force Survey and were derived by the Research Branch, Ontario Ministry of Labour.

[2]Appendix I, Table 1, Statistics Canada; Historical Labour Force Statistics, 1978, Labour Force Survey Division, unpublished data, 1982.

[3]Appendix I, Table 8, Statistics Canada; Labour Force Annual Averages; 1975-78, Statistics Canada; The Labour Force; 1980, 1981, 1982, 1966-74 estimates are based on the Revised Labour Force Survey and derived by the Research Branch, Ontario Ministry of Labour.

[4]Appendix I, Table 9, Statistics Canada, Labour Force Survey Division, unpublished data, 1982, Ontario Ministry of Labour, Women's Bureau, Fact Sheet #4, 1982.

[5]Statistics Canada; The Labour Force; Survey Division, unpublished data, 1982.

[6]Appendix I, Table 10, Ontario Ministry of Labour, Women's Bureau; Fact Sheet #4; 1982.

[7]Appendix I, Table 2, Statistics Canada; Labour Force Survey Division, unpublished data, 1982.

[8]Appendix I, Table 2 and Table 11, Statistics Canada; Labour Force Survey Division, unpublished data, 1982, Ontario Ministry of Labour, Women's Bureau; Op. Cit.

[9]Appendix I, Table 6 and 12, Statistics Canada; Labour Force Annual Averages; 1975-78, Statistics Canada; The Labour Force; 1981, 1982.

[10]Appendix I, Table 13, Statistics Canada, Labour Force Survey Division; unpublished data, 1982.

[11]Ontario Ministry of Labour, Women Crown Employees' Office; Report 1981-82; The Status of Women Crown Employees; (draft), 1983.

[12]Appendix I, table 14, Statistics Canada; The Labour Force, 1981, 1982 Statistics Canada, Labour Force Annual Averages, 1975-78.

[13]Ontario Manpower Commission, Review of Labour Market Conditions in Ontario; 1981, 1982.

[14]Canada Employment and Immigration; A Survey of Women's Employment in Ontario; 1981.

[15]Appendix I, Table 16, Ontario Ministry of Labour, Women's Bureau; Fact Sheet #5; 1980.

[16]Appendix I, Table 15, Statistics Canada; Labour Force Survey Division, unpublished data, 1982.

[17]Swan, C., Women In The Canadian Labour Force: The Present Reality, 1980.

[18]Ontario Ministry of Labour, Women's Bureau, Fact Sheet #5, 1980.

19Appendix I, Table 17, Ontario Ministry of Labour, Women's Bureau, Fact Sheet #5, 1980.

[20]Ontario Ministry of Colleges and Universities, Employment Survey Of 1979 Graduates Of Ontario Universities, Summary Report, 1980.

21Appendix I, Table 18, Ontario Ministry of Labour, Women's Bureau, Fact Sheet #5, 1980.

[22]Ontario Ministry of Labour, Women's Bureau, Fact Sheet #5, 1980.

23Cassie, J.R., Ragsdale, R.G., Burns, G.E., Robinson, M.; Sex-Role Stereotyping: Incidence And Implications For Guidance And Counselling Of Students; 1980, Glaze, A., Factors Which Influence Career Choices And Future Orientation Of Females: Implications For Career Education; 1979, Jackson and Williams; Influence Upon The Development Of Vocational Interests; 1974, Porter, M., Porter, J., and Blishen, B., Does Money Matter; 1979, Russel, S.J.; Sex-Role Socialization In High School: A Study In The Perpetuatin Of Patriarchal Cultural; 1978, Science Council Of Canada; Who Turns The Wheel; 1981.

[24]Statistics Canada and Women's Bureau, Labour Canada; Higher Education-Hired?, 1980.

[25]Swan, C., Op. Cit.

[26]Statistics Canada; 1976 National Graduate Survey; 1978, Ontario Ministry of Colleges and Universities, Employment Survey Of 1979 Graduates Of Ontario Universities, 1980.

[27]Appendix I, Table 19, Statistics Canada; The Labour Force; 1981.

[28]Appendix I, Table 20, Statistics Canada; The Labour Force; 1981

[29]Ibid.

[30]Ontario Manpower Commission; Submission to Canada Employment And Immigration Advisory Council On Part-Time Employment, 1980.

[31]Appendix I, Table 21, Statistics Canada; Labour Force Annual Averages; 1975-1978, Statistics Canada; The Labour Force; 1982, 1966-1974 estimates are based on the Revised Labour Force Survey and were derived by the Research Branch of the Ontario Ministry of Labour.

[32]Appendix I, Table 3, Statistics Canada, Labour Force Survey Division, unpublished data, 1982.

[33] Appendix I, Table 22, Statistics Canada; Labour Force Annual Averages; 1975-1978. Statistics Canada; The Labour Force; 1981. Ontario Manpower Commission; unpublished data, 1982.

[34]Appendix I, Table 23, Statistics Canada, Labour Force Survey Division; unpublished data, 1982.

[35]Ontario Manpower Commission; Review Of Labour Market Conditions In Ontario: 1981; 1982.

[36]Appendix I, Table 24, Statistics Canada; Labour Force Survey Division; unpublished data; 1982.

[37]Appendix I, Table 25, Statistics Canada; Labour Force Survey Division; unpublished data; 1982.

[38]Appendix I, Table 26, Statistics Canada; Labour Force Survey Division; unpublished data; 1982.

[39]Appendix I, Table 27, Statistics Canada, Consumer Income and Expenditure Division (unpublished data); 1977, 1979, 1981.

[40]Ontario Ministry of Labour, Women's Bureau, unpublished data; 1981.

[41]National Council of Welfare, Women and Poverty, 1979.

[42]Ontario Ministry of Labour, Women's Bureau; unpublished data, 1981.

[43]Appendix I, Table 28, Canada Employment and Immigration; A Survey of Women's Employment in Ontario; 1981, Ontario Ministry of Labour, Women's Bureau; Women in the Labour Force Earnings Update; 1981.

[44]Statistics Canada, Income Distribution By Size in Canada, 1979.

[45]Anisef, P., Pacsche, J.G., and Turritin A.H., Is The Die Cast; 1980.

[46]Statistics Canada, 1976 National Graduate Survey; 1978.

[47]Ontario Ministry of Colleges and Universities; Employment Survey of 1979 Graduates of Ontario Universities; 1980.

[48]Gunderson, M.; The Male-Female Earnings Gap: A Current Assessment; 1980, Gunderson, M.; The Male-Female Earnings Gap In Ontario: A Summary; 1982.

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[50]Townson, M., and Riding, S.; Treadmill To Poverty;1980.

[51]Statistics Canada; Income Distribution By Size In Canada, Preliminary Estimates; 1980.

[52]Ontario Ministry of Labour, Women's Bureau; unpublished data, 1981.

[53]Ontario Ministry of Labour, Women's Bureau; Fact Sheet #3; 1980.

[54]Canadian Advisory Council on the Status of Women; Fact Sheet #5, 1981.

[55]Ibid.

[56]See page 27, para 2 and 3.

[57]Ontario Ministry of Labour, Women's Bureau; Fact Sheet #4; 1982.

[58]Appendix I; Table 10.

[59]Appendix I; Table 9.

[60]Ontario Ministry of Community and Social Services; Work - Related Support for Families: A Background Paper; Unpublished draft; 1982.

[61]Ibid.

[62]Ibid.

[63]Ontario Manpower Commission; Access To Child Care And Female Labour Force Participation; 1980.

[64]Ontario Ministry of Consumer and Social Services; Day Care Policy: Background Paper; 1981.

[65] Ibid.

[66] Ibid.

[67] Ibid.

[68] Metropolitan Toronto, Department of Social Services; Dollars And Sense Day Care; 1981.

[69] Ontario Ministry of Labour, Women's Bureau; Workplace Child Care: A Background Paper; 1981. Also, see Appendix V.

[70] Friendly, M. and Johnson, L.C.; Perspectives On Work-Related Day Care; Child In The City, Report #11.

[71] Ibid.

[72] Ontario Ministry of Labour, Women's Bureau; Workplace Daycare: A Background Paper; 1981.

[73] Friendly, M. and Johnson, L.C.; Op. Cit.

[74] Ontario Ministry of Labour, Women's Crown Employees' Office; The Status Of Women Crown Employees, 1980/81 Report; 1982.

[75] Appendix I; Table 29, Ontario Ministry of Labour, Women Crown Employees' Office; Op. Cit.

[76] Appendix I, Table 30, Ontario Ministry of Labour, Women Crown Employees' Office; Op. Cit.

CHAPTER II

EMPLOYMENT OUTLOOK: 1983-1987*[1]

The Labour Force

Between 1983 and 1987, Ontario's labour force is projected to grow more slowly than it did in the previous decade. Projections specify an annual rate of labour force growth between 2.4 percent and 2.7 percent as compared to the 3.2 percent annual growth rate experienced in the seventies.[2]

However, as in the past, the rate of growth of the labour force will remain higher than the rate of growth of the working age population, due to the projected increases in participation rates, particularly of women. Between 1983 and 1987, the female labour force is expected to grow at a greater rate than the male labour force (2.6 percent as compared to 1.2 percent).3

Participation Rates

By 1987, the overall participation rate of women in Ontario is expected to be 59.9 percent (a 3.1 percent increase from 1983). The participation rates for women in all age groups are predicted to continue to increase. The greatest increase will be in the participation rate of women between 25 and 34 years of age. (A 7.2 percent increase is projected over the 1983 and 1987 period).4

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*Three growth scenarios are provided in the document from which most of this section is abstracted - low growth, medium growth and high growth. References appearing in this section are as follows:

1. When two figures are represented, they refer to low and high growth estimates.

2. When one figure is represented, it refers to the medium growth estimate.

While the information discussed in this section does not generally explore employment outlook by sex, various suppositions concerning women's employment may be drawn from discussions of occupational and industrial sectors.

The C.D. Howe Institute, in its annual Policy Review and Outlook for 1979, commented on female labour force participation rates:

> Analysis of the reasons for the past increases in female participation rates indicates that they are associated with higher education, lower fertility rates (smaller families) and increased urbanization. For the next few years at least, all these forces will be encouraging women to enter the labour force. Moreover, the trend toward the expansion of employment in the service industry, which traditionally relies heavily on women and young men for its workforce, is a factor that has contributed to increased participation for both these groups.

Age/Sex Distribution

Forecasts, with respect to the composition of the labour force, highlight:

1. The increased proportion of the total labour force which is projected to be female (1.1 percent increase between 1983 and 1987 to 44.2 percent by 1987).

2. The increased proportion of the total labour force which is projected to be comprised of women between the ages of 25 and 44 (2.1 percent increase between 1983 and 1987 to 23.3 percent).

3. The decreased proportion of the total labour force which is projected to consist of women between the ages of 15 and 19 (0.6 percent decrease between 1983 and 1987 to 3.9 percent).[5]

Participation And Education

Between 1983 and 1987, it is estimated that there will be 512,500 new entrants to the labour force from educational institutions in the province. Their level of educational achievement is projected as follows:

- 20.5% will have completed a university degree;
- 12.3% will have completed a community college degree;
- 19.9% will have completed some post-secondary education;

- 21.3% will have completed Grade 12 or 13;
- 26.0% will have less than Grade 12 education.

Recent trends in full-time undergraduate enrollments by field of study indicate a shift in student preferences towards professional and career-oriented programs and away from Arts and Science and Humanities. The present trends are expected to continue.

Of those graduating from community colleges between 1983 and 1987, 91 percent will be from programs leading to employment in white-collar occupations and 9 percent will be from programs leading to blue-collar occupations.*

Household Sector

Between 1983 and 1987, it is estimated that 130,900 people will enter the labour force from the household sector. They will be predominantly adult women between the ages of 25 and 64. Their educational level is estimated to be as follows:

- 5.9% will have university education
- 9.2% will have a college education
- 5.4% will have some post-secondary education
- 52.0% will have at least some high school education
- 27.5% will have less than 8 years of education

Industrial Distribution Of Growth In Employment

Between 1983 and 1987, there will be an annual average of over 134,900 job openings in Ontario. Employment growth will account for a higher proportion (63 percent) of job openings and then replacement needs (37 percent).

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*White-collar occupations are broadly defined to include managerial, professional, clerical, sales and some service occupations. Blue-collar occupations are defined to include processing, machining, product fabricating, construction, transportation equipment, other crafts, farming, fishing, mining, and some services.

Services, trade, finance, and manufacturing will account for 76.0 percent of the annual growth in employment in Ontario. In 1982, 77.0 percent of working women in the province were employed in these sectors. Finance and trade will continue as the fastest growing sectors in Ontario, while the growth rate in manufacturing is projected to decline from that of previous years.6

Unemployment

The unemployment rate for both men and women is expected to decline between 1983 and 1987. During the first seven months of 1983, the average female rate was slightly lower than the average male rate (11.1 percent as compared to 11.4 percent); however, this trend is expected to reverse in the future.

Labour Force Imbalance

Between 1983 and 1987, an oversupply of at least 17,400 workers is forecasted relative to total job openings. Occupations anticipated to be heavily oversupplied (109,600 workers) are those requiring less than post-secondary or vocational training.

While facing an oversupply situation in 1983 of workers in occupations requiring vocational training and persons employed in jobs requiring post-secondary education (6,500 and 300 excess job openings respectively)*, it is anticipated that there will be an undersupply situation in the years following 1987.

The Impact Of Microelectronic Technology

Terms Of Reference

The general definition of microelectronics is the miniaturization of electronic circuitry. As a result of technological developments in recent years, some 250,000

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*Imbalances are determined by comparing projected job openings to projected additions to labour supply i.e., new or re-entry workers. Imbalances, therefore, do not take into account workers who are in the labour force currently. Thus, assumptions regarding future aggregate levels of employment cannot be made on the basis of this information.

electronic components can now be put onto a single chip of silicon the size of a thumbnail. Such circuits can form microprocessors that are miniaturized versions of a large computer's central processing unit. Through microelectronics, it is also possible to build tiny memories with huge capacities.[7]

These innovations have led to the successful development of a variety of different computers and to the expansion of areas for computer application. For example, the utilization of microcomputers in machine tools, automobiles, and household electrical appliances is providing these products with new capabilities and is encouraging the production of new composite products. As a result of progress in on-line information processing techniques employing systems network technology, the distinction between information processing and telecommunications is disappearing.[8] A new term, "informatics", has emerged, reflecting the integration of computers and telecommunications, and involving the automation of all phases of information processing - gathering, integrating, storing, and disseminating.[9]

Nature of The Impact

The development of the microelectronics industry and the implementation of the technology across most sectors of the economy continue to have the potential of altering the structure of the labour market. The impact on actual employment numbers is difficult to anticipate accurately owing to difficulties associated with: predicting new developments, estimating the rate of diffusion, separating the effects of technological change from other sources of change, and forecasting the interrelationships between the implementation of new technology and the rest of the economy.[10] Fundamentally, however, technological change affects the labour-output ratio, one of the key variables in employment determination.[11]

Various authors have posited that the increased efficiency resulting from automation may threaten the job security of workers, particularly low-level clerical and unskilled manual jobs. On the other hand, the general growth of the service sector, improved communications, and new information systems are expected to lead to the creation of many new jobs. Consensus exists that a shift in the labour market will occur, and that growth and decline in employment will tend to occur in different occupational areas.

Despite the present inability to estimate the degree of this impact, there are a number of employment effects related to technological development and implementation which can be qualitatively described and may significantly affect the nature of women's participation in the labour force.

Job Realignment Within The Labour Market

The degree to which the automation of information functions will affect employment will depend on the degree to which information contributes to the overall work function, as well as on the nature, rate and level of technological implementation.

With respect to the first factor, information handling constitutes approximately 10 percent of employment in primary industries, one-third in secondary industries, and nearly one-half of all service sector work in Canada.[12] In 1981, 81.9 percent of all working women in Ontario were employed in the tertiary or service-producing sector of the economy.*

With respect to the second factor noted above, occupational and industrial sector studies assist in the assessment of the job losses and gains which may be experienced in different areas. Caution should be exercised, however, as case studies possess methodological limitations and, thus, cannot be used to derive universal conclusions. While the international experience has been documented extensively,[13] the emergence of Canadian case studies (focusing on the scale and incidence of labour market change arising from the introduction of new technology) is more recent.[14] One prediction made on the basis of case study evidence is that microelectronic technology will alter current trends in office employment further by first arresting and then reversing growth in the area.[15]

Recently a general trend toward reductions in the demand for clerical workers in Canada has been recorded in sectors such as insurance and banking which predominently employ women in clerical jobs (90 percent in both industries). In the

*The increased participation of women in the labour force has been absorbed largely by the service sector which has experienced considerable employment growth over the last 20 years. Interestingly, however, while women's participation in clerical occupations remains high, recently (for the first time in 20 years), the growth in female clerical employment in Canada was less than the growth of the total female labour force.

insurance industry in Canada, female clerical employment decreased by 12 percent between 1975 and 1980. In banking during the same period of time, the increase in female clerical employment was less than the overall rate of employment growth in banking, and constituted a reversal of the trend of previous years.[16]

While aggregate demand for specific occupations may be declining, it appears that reductions in labour and skill discrepancies have not resulted in extensive lay-offs or firings, especially for those in the predominantly female clerical areas. Rather, the potential adverse effects of technological change have been accommodated through reduced recruitment, attrition, voluntary retirement, reduced overtime, and either increased or decreased reliance on part-time employment.[17]

As for all groups,* new human resource demands resulting from technological

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*A separate survey of 57 firms in Ontario, involved in the manufacturing of microelectronic equipment, projects increases to 1985 in the human resource requirements of specific occupational groups. In March 1981, 17 percent of the total number of employees in the respondent firms were employed in ten selected technical and professional groups; 59 percent were production workers. Employment in the ten selected professional and technical occupations has been predicted to increase by approximately 130 percent from 1981 to 1985, while the employment of production workers is predicted to increase by 75 percent.[18]

An examination of the supply and demand for qualified persons in these ten selected groups indicated that, from 1981 to 1985,* the microelectronics industry in Ontario is likely to experience shortages of electronic and electrical engineers, experienced computer specialists, and engineering technicians and technologists.[19]

The demand for specialized manpower related to the operation of computer systems is also known to be increasing. There are three consistent characteristics related to employment in this area which may have implications for human resources planning:

1. considerable uniformity exists in the numbers employed in the operation of different computer systems.

2. significant expansion in system capacity can be introduced with only minimal increments in manpower.

3. considerable uniformity exists in the occupational distribution of employment among different systems. Managerial occupations, analysts, and programmers constitute between 40-60 percent of total employment; computer operators, entry clerks, and data control clerks constitute between 30-40 percent of total employment.[20]

Most of the growth in computer-related employment appears to exist at the time of implementation. Peitchinis maintains that an inadequate supply of qualified manpower in the area of systems operation has already been responsible for system underutilization and misutilization.[21]

*It should be noted that, owing to the recent economic recession, the time horizon at which point the consequences of anticipated shortages might be experienced, may have receded somewhat.

change are generating opportunities for women in technical, managerial, and professional areas. It can be speculated that manpower shortages would, to a certain degree, balance the often inhibiting influence of sex-stereotyped attitudes, if women had the appropriate training and experience.

Table 37 in Appendix I illustrates the kinds of jobs required and the relative occupational distribution of men and women within the automated information systems department of a large Canadian oil company. Although potential opportunities for employment advancement existed, women remained concentrated in clerical and low-level occupations. In this example, they occupied only 4 of 34 senior positions.[22] This may be, at least in part, as a result of the discrepancy between their existing skills and those required in areas experiencing employment growth, thus highlighting the need for training and retraining initiatives.

Changes In Job Content And Skill Requirements

Microelectronic technology may alter both the nature of the work involved in many jobs and the skills required to perform them.* For instance, where workloads are reduced, functions can be added to existing positions and, in some cases, certain jobs can be amalgamated with others.[23] Job enrichment may result. For example, in a major Canadian insurance company, the average level of job complexity rose by 4 percent during the three-year period of informatics transformation. Some of the traditional sales work was transferred to clerical workers, while secretarial staff members were redeployed as administrative assistants.[24]

However, an upward shift in entry level requirements (to a level involving more complex information handling) may result in a reduction of low-skilled clerical work. For some, this may mean that:

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*In banks, for example, employees now enter deposits and other data directly into the computer, a function previously performed by data entry clerks.

- upward and lateral mobility may be restricted by a growing discrepancy between their particular skills and actual job requirements

- technology may result in a degree of de-skilling. Word processors, for example, require a lesser degree of accuracy, dexterity, and speed on the part of the operator than typewriters and other standard office equipment.[25]

Productivity

With the implementation of microelectronic technology, the relationship between productivity and human resource requirements may experience change. In Menzies' insurance company example, it was possible for the company to move into new business areas without any increase in staff.[26]

Quality of Working Life

The physical separation of employees, for example, through the creation of work stations for word processors, may decrease interpersonal contact among employees.*

By the same token, however, many employees are relieved of monotonous or heavy jobs involving unpleasant work environments, for example, those involved in production work in manufacturing or with repetitive elements of the clerical function.[27]

Organizational Structure

The structure of organizations is changing in both hierarchical and horizontal terms as a result of the specific effects of technological change already discussed. To summarize, these include:

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*Eventually, new technologies may even enable employees to work at home.

- changes in occupational structure
- new job definitions
- new skill requirements
- new work and communication systems
- widening skill gap between clerical and professional functions
- changes in the nature of interpersonal communication
- changes in physical lay-out.

Footnotes

[1]The information reported in the 'Employment Outlook' portion of this chapter is derived from the Ontario Manpower Projection System (OMAP), Ontario Manpower Commission, Op. Cit.

[2]Appendix I, Table 31, Ontario Manpower Commission, Op. Cit.

[3]Ibid.

[4]Appendix I, Table 32, Ontario Manpower Commission, Op. Cit.

[5]Appendix I, Table 33, Ontario Manpower Commission, Op. Cit.

[6]Appendix I, Table 34 and 35. Ontario Manpower Commission, Op. Cit.

[7]Jecchinis, C.A., The Impact of Microelectronic Technology On Employment; A Survey of Current Research Studies In Selected West European Countries, 1980.

[8]Okamatsu, S., Influence Of Microelectronics On The Economy (Japan), 1981.

[9]Menzies, H. Women And The Chip, 1981.

[10]Smith, J.S., Technological Change In Australia: The Report Of The Committee Of Inquiry Into Technological Change In Australia 1980, 1981.

[11]Peitchinis, S. G., The Employment Implications of Computers and Telecommunications Technology, 1981.

[12]Menzies, H., Op. Cit.

[13]Jecchinis, C.A., Op. Cit.

[14]Peitchinis, S.G., Op. Cit. Menzies, G., Op. Cit., Ontario Manpower Commission; Professional And Technical Manpower Requirements And Supplies In The Microelectronics Industry In Ontario, 1981- 1985, 1981. Varette, S., Word Processing And The Employment Side Of Technology, 1981.

[15]Peitchinis, S.G., Op. Cit.

[16]Appendix I; Table 38, Menzies, H., Op. Cit.

[17]Smith, J.S.; Op. Cit., Menzies, H., Op. Cit.

[18]Appendix I; Table 36. Ontario Manpower Commission, Op. Cit.

[19]National Union Of Provincial Government Employees; Research Report No. 10, March, 1980.

[20]National Union of Provincial Government Employees, Op. Cit.

[21]Ontario Manpower Commission, Op. Cit.

[22]Peitchinis, S.G., Op. Cit.

[23]Smith, J.S., Op. Cit.,Menzies, H., Op. Cit.

[24]Ibid.

[25]Tengelin, U., Effects Of Computerization On Employment And Working Environment (Sweden), 1981.

[26]Smith, J.S., Op. Cit. Menzies, H., Op. Cit.

[27]Tengelin, U., Op Cit.

CHAPTER III

SECTION A

REMEDIAL MEASURES - FEMALE LABOUR FORCE IN ONTARIO

This section details the initiatives which have been undertaken to date by government, private sector employers, and labour which impact on the employment status of women and their opportunities relative to men. These measures, either directly or indirectly, may influence women's ability to work and the nature of their participation in the labour force.

Government Initiatives

I. LEGISLATION[1]

Both the provincial and federal governments have passed legislation within their jurisdictions relevant to women's employment. Provincial employment laws cover all workers in Ontario except those working for the federal public service or in federally regulated industries such as railways, airlines, banks, shipping companies, and radio and communications. Approximately 10 percent of all workers fall under federal jurisdiction.

LEGISLATION PROHIBITING DISCRIMINATION IN EMPLOYMENT

Provincial

Ontario Human Rights Code

This Code prohibits discrimination against any employee with regard to any term or condition of employment on grounds of sex, age, marital status, race, creed, colour, nationality, ancestry, disability, conviction for which a pardon has been granted, or place of origin. The Code also prohibits employment agencies, trade unions, and self-

governing professions from discriminating on these grounds. Advertisements and applications for employment must comply. The above provisions do not apply where age, sex, or marital status is a bona fide occupational qualification and requirement. These provisions do not apply to a domestic employed in a single family residence, or to exclusively religious, philanthropic, educational, fraternal, or social organizations not operated for private profit where there is a bona fide occupational qualification or requirement. The prohibition against discrimination in any term and condition of employment on grounds of sex, age, and marital status does not apply to any bona fide superannuation fund or insurance plan.

The following major changes to the Ontario Human Rights Code have recently been enacted:

1. prohibiting sexual harrassment in work place and accommodation
2. exempting a program designed to benefit particular classes of persons who have previously been disadvantaged
3. extending the age for coverage under the Code from 40-65 years of age to 18-65 years of age
4. extending protection against discrimination to the disabled.

Federal

Canadian Human Rights Act

This Act prohibits discrimination in employment and employment policies, or practices on grounds of sex, age, marital status, race, national or ethnic origin, colour, religion, physical handicap or conviction for which a pardon has been granted. Employee organizations must also not discriminate on these grounds. Applications for employment and advertisements relating to employment must also comply. The above provisions do not apply if the employment requirement is based on a bona fide occupational qualification. The terms and conditions of specified pension funds or plans are not affected by this Act.

Unemployment Insurance Act, 1971

Part VII of this Act contains a provision prohibiting discrimination in referring a worker for employment on the same grounds as the Canadian Human Rights Act, unless the referral is based on a bona fide occupational requirement.

LEGISLATION RELATING TO EQUAL PAY

Provincial

The Employment Standards Act, 1974

This Act prohibits an employer from paying a female employee at a rate of pay less than the rate of pay of a male employee, or vice versa, for substantially the same kind of work performed in the same establishment, the performance of which requires the same skill, effort, and responsibility and which is performed under similar working conditions. This does not apply where such payment is made pursuant to a seniority or a merit system (a system that measures earnings by quantity or quality of production or a differential based on any factor other than sex).

Federal

Canadian Human Rights Act

This Act states that it is a discriminatory practice for any employer to establish or maintain differences in wages between male and female employees employed in the same establishment who are performing work of equal value. In assessing the value of work performed by employees, the criterion to be applied is the composite of the skill, effort, and responsibility required in the performance of the work and the conditions under which the work is performed. Notwithstanding the above provision, it is not a discriminatory practice to pay male and female employees different wages if the difference is based on a factor prescribed by specific guidelines issued by the Canadian Human Rights Commission to be a reasonable factor that justifies the difference.

LEGISLATION PROVIDING FOR MATERNITY LEAVE AND BENEFITS

Provincial

The Employment Standards Act, 1974

In 1970, when Ontario introduced the Women's Equal Employment Opportunity Act, it became the first province to guarantee job security for women wishing to

continue their careers after pregnancy. The provisions were subsequently incorporated into the Employment Standards Act in 1972.

In 1975, the Employment Standards Act was revised to provide for a flexible 17-week pregnancy leave for any woman employed continuously by an employer for a minimum of 63 weeks prior to the expected date of birth of her baby. The employee may choose how to take her leave as long as it starts no earlier than 11 weeks prior to the expected date of birth, ends no less than 6 weeks afterward, and totals no more than 17 weeks. After the leave, the employee is entitled to return to the same position or one comparable to that previously held with no loss in seniority or benefits accrued up to commencement of leave. A women who is eligible for pregnancy leave cannot be dismissed for reason of pregnancy. Ontario was the first jurisdiction in Canada to introduce a flexible leave policy and a number of provinces have since followed suit.

Federal

Canada Labour Code

This Code provides for maternity leave for women employed in establishments under federal jurisdiction. Every employee who has completed 12 consecutive months of continuous employment with an employer, who submits four weeks' notice of her intention to take maternity leave, and provides her employer with a medical certificate specifying the estimated date of birth is entitled to maternity leave. This leave consists of a period not exceeding 17 weeks, or the aggregate of 17 weeks and an additional period equal to the period between the date specified in the medical certificate and the actual date of birth, if the birth occurs after the date specified.

Unemployment Insurance Act, 1971

This Act provides that in the event of maternity, unemployment insurance benefits are payable to a claimant who has met the qualifying criteria as specified in the Act. Benefits are payable after a two-week waiting period for a maximum of 15 weeks.

LEGISLATION PERTAINING TO AFFIRMATIVE ACTION

Provincial

Ontario Human Rights Code

The Code provides that a special plan or program can be implemented to increase the employment of members of a group or class of persons because of the race, creed, colour, age, sex, marital status, nationality, or place of origin of the members of the group or class of persons. The Ontario Human Rights Commision has the power to inquire into such programs to ensure that they will assist disadvantaged groups to achieve equal opportunity.

Where a board of inquiry finds that a right of the complainant has been infringed, it may order the employer to undertake measures to achieve compliance with the Act both in respect of the complaint and in respect of future practices. This may involve the introduction and implementation of a special plan or program to encourage the employment of members of a group or class of persons suffering from a historical or chronic disadvantage. The recommendations of the board are legally binding as stated in Section 43 of The Code.*

Federal

Canadian Human Rights Act

This Act states that it is not a discriminatory practice for a person or organization to adopt a special program, designed to benefit any group of individuals which has experienced discrimination or disadvantage based on or related to the race, national or ethnic origin, colour, religion, age, sex, marital status or physical handicap.

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*Decisions of the board may also be registered under Section 19 of the Statutory Power of Procedures Act. Employers who fail to comply are thus in contempt of Court.

LEGISLATION PERTAINING TO DOMESTICS

Provincial

Employment Standards Act

Until recently, domestic workers employed directly by a householder were excluded from most labour legislation. A new regulation effective January 1, 1981, extended to domestic workers certain protections under the Employment Standards Act. Domestic workers who work more than 24 hours per week for one employer are now entitled to minimum wages of $24 per day, $132 per week, $568 per month, or, in the absence of an agreement which establishes a regular pay schedule, $3 per hour. Householders may deduct a maximum of $50 per week from the employees' wages, for room and board. Domestics are also entitled to at least 36 consecutive hours of free time per week without deduction from wages, two weeks paid vacation per year, and seven paid statutory holidays.

Those who work primarily as babysitters and companions of the sick and elderly are not covered by the regulation.

All domestic employees continue to be covered by standards for termination of employment, pregnancy leave, equal pay for equal work, and collection of wages.

Federal

Immigration Act

The regulations pursuant to this Act specify that the federal government, in approving an offer of domestic employment to a non-resident foreign-born worker, can require that the wages and working conditions offered are sufficient to attract and retain in employment Canadian citizens or permanent residents. The minimum wage which has been set to meet this criterion is $710 a month with a maximum room and board deduction of $216 per month.

DIFFERENCES IN LEGISLATION AS IT APPLIES TO PART-TIME AND FULL-TIME EMPLOYMENT

The Employment Standards Act, The Canada Labour Code, Canadian Human Rights Act

In establishing mandatory minimum working conditions and rates of pay, this legislation is intended to treat full-time and part-time employees equally. However, the nature of part-time work and the standards and qualifying conditions set by the legislation prevent many part-time employees from qualifying for certain benefits available to full-time workers. For example, part-time workers, depending on their conditions of employment, might not be eligible for overtime pay, paid holidays, and equal pay for equal work relative to full-time employees. Part-time workers who are employed for less than 20 hours a week are also not entitled to U.I.C. contributions or benefits.

LEGISLATION PERTAINING TO TECHNOLOGICAL CHANGE

Federal

Canada Labour Code

The code requires an employer, who is bound by a collective agreement and who proposes to effect a technological change affecting the terms, conditions, or security of employment of a significant number of employees to whom the collective agreement applies, to give notice of the technological change at least ninety days prior to the date of implementation. The notice must specify the nature of the proposed change, the date of implementation, the number and types of employees affected, as well as the effect of the change on the terms, conditions, and security of employment of the employees affected.

II. GOVERNMENT POLICY - MECHANISMS FOR DEVELOPMENT AND IMPLEMENTATION

Both the federal and provincial governments are committed to ensuring equal employment opportunities for all workers and recognize the importance of a co-ordinated effort towards this end.

III. GOVERNMENT PROGRAMS AND SERVICES

AFFIRMATIVE ACTION

Affirmative Action for women, as defined by the Women's Bureau of the Ontario Ministry of Labour, is:

> A set of strategies initiated by an employer to give women the same opportunities in the labour market place as men, to eliminate job ghettos, to encourage women to go into non-traditional jobs, and to increase their number in management. Affirmative action is not synonomous with Equal Opportunity which is the end result of an effective Affirmative Action Program.[2]

The CEIC Affirmative Action Program and the Ontario Ministry of Labour Women's Bureau Affirmative Action Consulting Service have developed an arrangement to ensure that the promotion of affirmative action for women in Ontario is accomplished without any duplication of effort. A memorandum of agreement was signed to this end in late 1980.

Provincial

In 1975, the Affirmative Action Consulting Service was established within the Women's Bureau of the Ontario Ministry of Labour to promote the concept of affirmative action among employers and to assist them in developing such programs.

The service provides consultative assistance to private sector employers, schools, hospitals, library boards, municipalities, universities, and unions in Ontario. It also acts as a resource to management consultants and labour, trade and professional associations. During the past eight years, consultants have contacted more than 500 employers and over 100 organizations; an ongoing relationship is maintained with approximately 223 of the employer group. Since the consulting service wants to affect the greatest number of women in the Ontario work force, these 223 employers include the largest firms in the province. The Consulting Service conducts and participates in conferences and seminars related to affirmative action. Staff have established two networks among client employers, one for affirmative action coordinators of companies and municipalities, and the other for people with similar responsibilities in Boards of Education. The Consulting Service also supplies audio-visual material to interested parties, including the Women's Bureau film, Affirmative Action Update, which addresses various areas of implementation of affirmative action programs.

Consulting Service staff circulate literature on affirmative action and develop publications, bibliographies, and monographs for client use. Among recent publications is Women In The Workplace, A Blueprint for Employers.

The Consulting Service has conducted employer surveys in 1980 and again in 1982 to assess employers' familiarity with, and understanding, of the concept "affirmative action", as well as to determine the level and type of involvement in affirmative action activities.

In January 1981, the Ontario Advisory Council on Equal Opportunity for Women sponsored a tripartite consultation on Affirmative Action - Barriers and Solutions, at which time representatives from management (35), labour (10), government (8), the Council itself and the Women's Bureau (17) discussed the ten major barriers to the pervasive, effective implementation of affirmative action measures. The solutions which were suggested focused on the need for extensive education (employer, employee, public), co-operative responsibility (union, management, government) and further specification of affirmative action measures.[3] In addition, the Council provided professional expertise to the Women's Bureau and Research Branch of the Ontario Ministry of Labour in drafting a questionnaire designed to provide data on affirmative action activities in Ontario. It also met with U.S. hospitality industry representatives to establish what types of equal employment opportunity activities were being implemented in the U.S. During 1981-82, regional meetings were held across Ontario and a meeting with chief executive officers was organized as a follow-up to the tripartite consultation. The Three Year Report on Affirmative Action was completed by the Council in April 1982.

Federal

Federal responsibility for the promotion of affirmative action was given to the Canada Employment and Immigration Commission in 1978, and by April 1979, affirmative action officers were established in each region, including Ontario. In promoting affirmative action, the CEIC has the mandate to implement the Affirmative Action Strategy and the Federal Contracts Program.

Under the guidelines of the Affirmative Action Strategy (Appendix VII), the affirmative action section has the responsibility to promote the concept of affirmative action among Ontario employers, to provide them with assistance in the development of

affirmative action plans, and to provide assistance to managers and other personnel within the CEIC on the application of affirmative action principles to its many programs. The target groups of the affirmative action program in Ontario are women, Natives, and the physically disabled.

Under the Federal Contracts Program, crown corporations and businesses benefiting from contracts with the federal government are encouraged to adopt voluntarily affirmative action measures. The target group of this program is limited to women.

In December 1979, the CEIC affirmative action program conducted a survey of key private sector and trade union decision makers across Canada on issues related to equality of opportunity for disadvantaged groups including women. The results of this survey are discussed in the section Non-Governmental Initiatives - Affirmative Action.

The CEIC has also prepared a number of written and audio-visual aids, including a promotional kit which outlines the components of an affirmative action plan and its benefits to employers. An extensive affirmative action technical training package was developed for employers to use in the development of their plans. An affirmative action resource centre was established at the national headquarters of CEIC in Ottawa.

In Ontario, the affirmative action staff is engaged in a variety of activities including conferences, seminars, and speaking engagements. Approximately 250 employers in the province have been formally contacted.

A training plan was put in place for advising CEIC personnel regarding the principles of affirmative action. Local Canada Employment Centres have begun to assist in the identification of employers who might develop affirmative action plans, and steps are now being taken to enable the CEC's to refer women and minorities to employers with existing programs.

TRAINING

Federal-Provincial

The National Training Act was passed in the summer of 1982. The Act and its regulations provide the legislative base for government involvement in the field of manpower training.

National Training Program

The major training model in Ontario funded by the federal government and developed and administered by the province is the National Training Program. It was established to help adults acquire the skills needed to meet their employment needs and expectations and to train the skilled workers needed by employers.

Three avenues of training, as described in this section, are utilized in achieving program objectives; institution-based training (National Institutional Training Program*), employer-centered training (General Industrial Training Program** and Critical Trade Skills Training), and apprenticeship training. Targets for female representation in non-traditional courses are incorporated. Courses have been designated non-traditional on the basis of a less than 10 percent female representation in corresponding occupations.*** With respect to industrial training, financial incentives are in place to encourage employers to train women in non-traditional areas. As part of an overall objective to improve services to women, pre-employment and pre-training orientation courses are offered through NTTP to assist women in selecting or preparing for training and employment, particularly in non-traditional areas.

i) Institutional Training

Institutional training encompasses courses in the following areas:

Occupational Skill Training (Skill)

Includes courses providing trainees with upgrading, updating, or entry-level skill training in a particular occupation. Since 1977, targets have been set to increase the participation of women in non-traditional areas. In 1980/81, an overall target of 17 percent was established for women's representation in non-traditional courses. At December 1981, this target had been exceeded, and 20.4 percent of the trainees in Ontario entering non-traditional courses were women.[4] However, the overall participation of women in skill training decreased by 3.5 percent from 1978/79 to 41.9 percent in 1980/81, partly as a consequence of a reduction in the provision of low-level clerical

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*Formerly called the Canada Manpower Training Program (CMTP - 1981).

**Formerly called the Canada Manpower Industrial Training Program (CMITP - 1981).

***A list of non-traditional courses is provided in Appendix VIII. The ten percent guideline is currently under review.

training without compensating increases in women's representation in other skill areas. In Canada, between 1978/79 and 1980/81, there was a 15.7 percent decrease in the number of trainees started in institutional training for clerical and related occupations. Women's representation in clerical training increased by 0.4 percent to 93.6 percent of all trainees. Overall, women remained highly concentrated in traditional areas, reflecting the nature of their labour force participation. In 1980/81, over three-quarters of all women in Canada participating in training courses were being trained for clerical (51.2 percent), service (15.1 percent), medical and health-related occupations (9.3 percent), a decrease of 4.6 percent from 1978/79. Women constituted over 60 percent of all trainees in clerical (93.6 percent), service (61.1 percent), medicine and health (88.2 percent), social science (83.4 percent), art, literary, performing arts and related courses (61.5 percent).[5] In 1983/84, the target for women's participation in training programs was raised to 30 percent.

Implicit in the National Training Program, the federal government has specified a shift in training activities from "labour surplus" occupations to "national demand" occupations.[6] It is possible that a further decrease in the provision of training for female-intensive occupations (clerical) will result. Increases in the provision of technology-related and skill training for "national demand" occupations may balance this decrease. The new program intends to emphasize the encouragement of women to enter such training.

Basic Training for Skill Development (BTSD)

Includes courses designed to upgrade basic skills in mathematics, science, and communication to meet the academic requirements for entry into skill training or to assist trainees in proceeding to employment. In 1980/81, 45.7 percent of those entering BTSD training were women, a decrease of 6.4 percent from 1978/79.[7]

Language Training (Language)

Includes courses which are offered primarily to new immigrants who have difficulty finding employment because of lack of fluency in English or French. In 1980/81, 40.7 percent of those entering language training were women, a decrease of 13.3 percent from 1978/79.[8]

Basic Job Readiness Training (BJRT)

Courses are offered to chronically unemployed workers or persons who have been out of the labour force for a prolonged period, and may include elements of life skills, work experience, job orientation, and academic upgrading. In 1980/81, 44.3 percent of those entering JRT training were women, a decrease of 15.3 percent from 1978/79.[9]

Work Adjustment Training (WAT)

Courses are offered to workers who are encountering behavioural difficulties; assistance in acquiring appropriate work habits, attitudes, etc. In 1980/81, 43.2 percent of those entering WAT training were women, an increase of 0.2 percent from 1978/79.[10]

Occupational Orientation*

Includes courses that provide practical experience in a variety of trades to assist in the selection of a trade. In January 1982, a new course, Women Into Trades And Technology (WITT) was introduced through this program to increase women's representation in technology-related as well as non-traditional fields. In 1980/81, 88.2 percent of those entering Occupational Orientation courses were women.[11]

ii) Employer-Centred Training

Focuses on the provision of industrial-based training in those areas where there is continuous evidence of existing and emerging skill shortages.

A special initiative has been introduced to encourage employers to train women for non-traditional occupations. Whereas, 50 percent of wages is the standard reimbursement to employers for the provision of training for one year, a 75 percent wage reimbursement is provided for the training of women for non-traditional occupations.**

In 1980/81, 22.3 percent of all trainees in Ontario entering courses under this program were women, a decrease of 1.5 percent from 1978/79. Of those entering non-traditional courses, 9.8 per cent were women, an increase of approximately 5 percent from previous years.[12] Overall in 1980/81 in Canada, 85.2 percent of all female trainees were being trained for employment in clerical, service, processing, and product fabricating, assembling and repair occupations, a decrease of 2.8 percent from 1978/79.[13]

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*For statistical purposes, this type of training became a separate category in 1980/81. Some of the decreases in other areas with pre-employment courses may be accounted for by this shift.

**Also determined on the basis of less than 10 percent female representation in those occupations.

The Critical Trade Skills Training/Employer Sponsored Training (CTST/EST) focuses on training for selected highly skilled trades and occupations. Its objective is to encourage industry to develop and expand the training of tradespeople or workers in skilled occupations which experience chronic shortages. A 75 percent wage reimbursement is provided through CTST/EST to employers for the duration of women's training (whereas the subsidy level for male trainees stands at 50 percent of wages for 3,200 hours of training over two years). In March 1982, 1.4 percent of all trainees entering the program were female.14

Under both CTST/EST and GITP, a contract is negotiated with an employer or group of employers in which CEIC agrees, for certain considerations, to reimburse the employer a proportion of certain costs incurred in the provision of training. The province is responsible for curriculum development and program administration.

iii) Apprenticeship Training

Apprenticeship training is a systematic program of on-the-job training and related classroom instruction designed to produce qualified tradespeople or journeymen as prescribed in the Apprenticeship and Tradesmen's Qualification Act. There are more than 300 regulated and non-regulated trades for which such training is offered in the province. An apprentice, while undergoing training, is employed and is therefore in the labour force. The institutional learning component of the program is carried out through the community college system.

Between April and December 1981, women represented 5.2 percent of all apprentices in Ontario, as compared to 6.5 percent in 1978/79. Women were concentrated in the service area and were very minimally represented in non-traditional apprenticeship programs. During that nine month period in 1981, 89.7 percent of female apprentices were training for occupations in the service area. Of those women in the service area, 78.3 percent were training to be hairdressers and hairstylists.[15]

Modular training developed in 1969, is not covered by the Apprenticeship and Tradesmen's Qualification Act.* However, it may be used to provide institution-based training in the apprenticeable trades. Modular training differs from apprenticeship training in that it is performance-based as opposed to time-based. The skill and knowledge components required in an occupation are identified and grouped into modules. Training packages can thus be tailored to individual needs. Modular training can be funded by the federal government. In 1978/79 there were 4,932 active trainees in mining, stationary engineering, and the construction trades. Women's participation statistics are not available.16

Support Services

The federal government provides several kinds of supplementary allowances to trainees who would otherwise be unable to participate in training. Depending on the circumstances, a trainee may be eligible for training, living away from home, dependent care, travelling, and/or commuting allowances.

Provincial Training Initiatives

Training In Business And Industry (TIBI I)

Since 1967, the Ministry of Colleges and Universities has operated the Training In Business and Industry Program (TIBI I). In 1982, the emphasis and priorities of the program were revised and data collection methods improved. The community colleges assign representatives to communicate with employers for the purpose of initiating and designing short-term retraining and/or upgrading courses in a variety of areas, for example, auto mechanics, secretarial skills including word processing, electronic areas, and supervisory skills . The courses are conducted by college personnel at either a college or company location. The company decides how many and which employees will attend. There is no special policy regarding the participation of women in TIBI I courses.

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*It should be emphasized that modular training is not an alternate means of receiving certification under the Apprenticeship and Tradesmen's Qualifications Act. Certificates of Apprenticeship and Qualification may be granted only under the terms of the ATQA.

In 1980/81, 83,872 people, 46.0 percent (38,583) of whom were women, participated in TIBI I sponsored courses.[17] Statistics are not available, at this time, on the distribution of women in particular courses.

Training In Business And Industry (TIBI II)

In 1981/82 the Ministry of Colleges and Universities adopted an advanced technology training strategy, aimed at supporting the economic development thrust outlined by BILD (Board of Industrial Leadership and Development). The training offered through this program is intended to provide trainees with preparation for positions in advanced technology areas. At present, the definition of advanced technology includes areas such as fiber optics, computer-assisted design, robotics, and computer-assisted manufacturing and production. The program is administered through the TIBI mechanism in the community college system and has been designated TIBI II. As with TIBI I, women have not been identified specifically as a target group.

In 1981/1982, 10,178 people, 21.3 percent (2,173) of whom were women, received training through TIBI II.[18]

Non-Traditional Training For Female Offenders

The Ministry of Correctional Services has taken a number of initiatives to improve its ability to meet the needs of female offenders. Recognizing the need for skill training for women after release, some non-traditional training and work opportunities were established at the Vanier Centre for Women. A number of these programs are co-educational and operate in conjunction with the Ontario Correctional Institute. On the average, between 20 and 30 women participate in the program at any given time.[19]

Linkage

The Linkage Program, offered to high school students in Ontario, allows credits accrued in technical subjects to be considered towards a specified number of hours of apprenticeship training. The purpose of this program is to make apprenticeships more accessible to students interested in skilled trades.

Between September and December 1981, 1,828 female students in Ontario high schools participated in the Linkage Program, representing 8.2 percent of all registrants. Most of these women were enrolled in courses leading to jobs in traditionally

female occupations - 57.2 percent were enrolled in hairdressing courses and 22.2 percent were in cooking courses. A small proportion were in non-traditional courses - 8.9 percent in auto mechanics, 3.6 percent in general machinist courses, 0.2 percent in major appliance service technician courses.[20]

Last year the Ministry of Education attempted, on an informal basis, to assist students in locating apprenticeships. This year the Ministry is planning to place more emphasis on placement. The names and training qualifications of students will be made available to the 65 Community Industrial Training Committees in the province. The students will be supplied with the names of potential employers.[21]

Support Services

In recent years, the Ministry of Community and Social Services has been offering financial and fringe benefit incentives which specifically encourage sole-support mothers on welfare to work or obtain training. A March 1981 analysis of the work incentive program indicated that the total income of those who were working and receiving benefits was 1.8 times greater than the income of those solely on social assistance.[22] At the discretion of family benefits counsellors, certain other funds and benefits may be made available to sole-support mothers on social assistance while being trained. As well, the government's Ontario Student Assistance Plan (OSAP) provides loans to university and community college students in financial need.

JOB CREATION

Provincial

As outlined in Appendix VI, the Ontario government has initiated a number of short-term job creation programs directed at providing youth and students with work experience. While no specific objectives or targets regarding women's participation in these programs have been developed, a significant proportion of those involved to date have been women.

Ontario Career Action Program
(Ministry of Colleges and Universities)
In 1978-79, 82 percent of the O.C.A.P. trainees employed by government and 66 percent of those in the private sector were young women. In 1980-81, 65.2 percent of all participants were women; as of January 1982, 63.7 percent were women.[23]

- Ontario Youth Employment Program
(Ministry of Municipal Affairs and Housing)
In 1980, 37.6 percent of the participants in O.Y.E.P. were female.[24]

- Experience Program
(Ontario Youth Secretariat)
In 1980, women between the ages of 15 and 24 constituted 64.7 percent of all participants.[25]

- Junior Ranger Program
(Ministry of Natural Resources)
In 1981, 44 percent of the 17 year old students participating in this program were women.[26]

- Student Venture Capital Program
In 1981, 11.5 percent of the 190 students receiving loans through this program were women.[27]

Federal

In 1981-82, CEIC sponsored six Employment Development programs, outlined in Appendix IV, which address the need for both short-term work experience and long-term continuous employment. While women are involved in all these programs, four have given special priority to job creation for women, Natives, youth, and/or the physically handicapped. They are the Local Employment Assistance Program, Canada Community Development Projects, Canada Community Services Projects, and Summer Canada Student Employment Program.

Approximately 25 percent of the projects in Ontario, which have been funded through LEAP, have been designed to meet the needs of women. Support measures such as day care, assertiveness training, life skills, and flexible hours are an integral part of the majority of the projects which provide service to groups such as sole support mothers, low income, Native, and immigrant women.

Under the latter three projects, applicants are required to submit a hiring plan. Priority consideration is given to those projects specifying the hiring of women, Natives, youth, or the physically handicapped.

Women's involvements in these programs are as follows:28

- Local Employment Assistance Program
  In 1981, 50.2 percent of those employed through LEAP were women.

- Canada Community Development Projects
  Between November 1981 and March 1982, 51.4 percent of those employed through CCDP were women.

- Canada Community Services Project
  In 1981, 75.5 percent of those employed through CCSP were women.

- Summer Canada Student Employment Program
  In 1981, 47.2 percent of those students employed through this program were women.

- Local Employment Development Assistance
  In 1981, 33 percent of those employed full-time and 80 percent of those employed part-time through LEDA were women. Overall, women represented 50 percent of those employed through the program.

- The New Technology Employment Program

  No statistics are as yet available on women's representation in this program.

CAREER COUNSELLING AND PLACEMENT*

Both the federal and provincial governments provide career counselling and placement services and pre-employment preparation to various client groups directly, as co-sponsors, and through the support of other agencies.

The career counselling process has four basic dimensions:

1. developing an understanding of self
2. developing an understanding of the world of work
3. synthesizing (1) and (2) in order to make a career or job decision
4. developing an understanding of how to implement decision reached in (3).

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*Since pre-employment preparation is implicit in the operative concept of career counselling, pre-employment services are discussed within this framework.

Career counselling services in Ontario vary as to the nature and scope of their activities depending on their objectives and the needs of their client groups. They may focus on any or all of the following services:

1. personal counselling (understanding of self as well as of personal problems)
2. educational counselling (identification of educational/training options and requirements)
3. employment counselling (identification of employment options and trends)
4. testing
5. career planning (short and long term goals)
6. job preparation (resume writing, interview techniques)
7. job search techniques

Services are delivered on either a one-to-one basis or in a group setting. Several computer programs, appropriate for use in the career counselling process, have been developed in recent years.

Placement services are intended to enhance an individual's ability to be placed in employment. These programs may involve:

1. the referral to and/or listing of job openings, appropriate to specific client groups or the general public, often provided through the same mechanisms as counselling services
2. financial incentives to employers or individuals to enhance job placement.

Provincial

The Ontario government, as outlined in Appendix VII, focuses on the counselling, pre-employment preparation, and/or placement of youth, students, and sole-support mothers in receipt of social assistance. The ministry responsible for the provision of service varies depending on the client group. The Women's Bureau, however, focuses on the provision of services to women generally and offers a career counselling consulting service to counselling agencies throughout the province. Relevant resource materials have been developed for distribution.

Federal

One of the primary goals of the Canada Employment and Immigration Commission is the placement of individuals in employment consistent with their training, skills, and experience. As outlined in Appendix VII, a number of in-house and community-based counselling/placement programs have been developed towards this end. Some of these services specifically focus on women as a client group. Others, directed at a broader client population, target women as a sub-group for the provision of services.

Co-operative Initiatives

In addition to the pre-employment courses offered through the National Institutional Training Program, the federal and provincial governments have co-sponsored pre-employment preparation programs for sole-support mothers in receipt of social assistance, often in conjunction with community-based organizations.

Career counselling and placement services are also available on campus to post-secondary students. Complementary programs are operative in some cases with the provincial government assuming responsibility for counselling and the federal government providing placement services.

Following is a list of the services operative in Ontario:

Provincial

1. Career Education/Counselling in Elementary and Secondary Schools
2. Women's Bureau Career Counselling Consulting Service
3. Ontario Youth Employment Counselling Centres
4. Ontario Career Action Program.

Federal

5. Canada Employment Centres
6. Canada Employment Centres for Students
7. Women's Employment Centres

8. CEIC Outreach Program

9. Program for the Employment Disadvantaged

10. Canada Manpower Mobility Program

Co-operative

11. Pre-employment Preparation for Sole-Support Mothers In Receipt of Social Assistance

12. Post-Secondary Counselling/Placement Services.

EQUAL PAY PROGRAM

Provincial

In Ontario, jobs are considered to warrant equal pay if they involve the same or substantially similar work and are not covered by the exclusions specified in the Employment Standards Act. The legislation is intended to reduce wage discrimination between men and women in narrowly-defined occupations within the same establishment. The variables of skill, effort, responsibility and working conditions are evaluated independently of each other in a determination of equity for the purpose of adjusting pay rates; that is, each variable must be substantially similar. The operative interpretation of the term "same establishment" does not allow comparisons to be made between employees in different locations of the same company, except where a central personnel mechanism exists for all branches.

In the fall of 1979, the Ministry of Labour conducted a pilot project of random equal pay investigations to determine the extent of compliance with the law. The results indicated that, given additional resources, more could be done to ensure compliance with existing legislation. In April 1980, eleven officers were appointed exclusively to enforce equal pay legislation in the province through the investigation of complaints and random ministry-initiated audits. In 1980, the Ministry of Labour also launched a media campaign to remind employers and employees of their rights and obligations under the Employment Standards Act.

Since these initiatives, the number of equal pay investigations and settlements in the province has substantially increased. The number of complaints received was greatest during the time of the media campaign. Between April 1980 and February 1983, 311 claims were filed; of which, 329 investigations were completed;

ministry-initiated audits were also undertaken; of which, 178 were completed. A total of 114 violations were found affecting 1,825 employees and resulting in the payment of arrears totalling $884,109 and annual salary increments of approximately $689,252.30

As indicated in Appendix XI, the government of Ontario is taking a far more proactive position in reducing wage discrimination than in other provinces with comparable equal pay legislation. However, the independent factor approach to evaluation and the definition of "establishment" which are operative in the province may limit the legislation's ability to reduce wage discrimination between men and women even in narrowly-defined occupations within the same company.30

As stated, the independent factor approach requires that skill, effort, responsibility, and working conditions each be substantially similar (Table 3, Appendix XI). The composite approach, utilized in certain provinces with equal pay for equal work legislation, evaluates the overall comparability of jobs and allows trade-offs to be made between factors. It is also the case that in some jurisdictions the operative interpretation of establishment requires that comparable pay rates be maintained between employees in substantially similar jobs in different locations of the same company within a specified geographic area (Table 2).

Federal

The federal Human Rights Code provides for equal pay for work of equal value as assessed using a composite analysis of skill, effort, responsibility and working conditions. The legislation may allow comparisons to be made between very dissimilar jobs in the same establishment. It has been suggested that this approach has the potential to address wage inequities resulting from occupational segregation, and the undervaluing of traditionally-female work relative to traditionally male work. Approximately 40 percent of the overall wage gap, or a 15 percent difference in wages, has been estimated to be related to occupational segregation and relative position within the occupational hierarchy. The degree to which this estimate reflects legitimate differences in job characteristics and requirements or the undervaluing of female-dominated jobs is unknown.

To date, equal value legislation has been utilized to address wage disparities between men and women within broad occupational categories. It has improved the wages of women working in female-intensive jobs by comparing them to those of men

performing work in different but similar male-intensive jobs. Of the nine cases which have been settled since 1977, six involved group classifications. In one, 380 female library workers were affected in a settlement of $2.3 million. In the largest case to-date, 2,300 female and 800 male general services workers were affected in a settlement worth $17 million in payment of arrears and an annual cost of $1 million in salary increments.*[31]

The potential of equal value legislation to address wage disparities resulting from occupational segregation has not as yet been fully tested. Little has been attempted by way of comparison between very dissimilar jobs, and there are a number of foreseeable problems associated with such comparisons resulting from inadequacies in the methods by which equal value can be determined. Job evaluation schemes involve systematic procedures to compare jobs and determine their relative positions in a wage or salary hierarchy.[32] Appendix IX outlines the four conventional methods which are in common use among companies utilizing such systems, predominantly organizations where the size of the work force is sufficiently large to warrant such formalized comparisons. Job evaluation is not an exact science and depends to a certain extent on subjective judgements which may reflect biases and commonly held market-based assumptions about the value of jobs. While the productivity-adjusted earnings gap tends to be smaller when job evaluations schemes are utilized, the results from different schemes tend to vary, suggesting that they do not provide a unique scientific solution to the assessment of work of equal value.[33] Moreover, the administrative complexities of implementing equal value legislation with its requirements for evaluating and balancing different factors across job categories should not be underestimated.

Some concerns have also been expressed regarding the long-term labour market consequences of equal value policy. The relevant issues include:

- inflationary effect of exclusively increasing wages to establish wage parity and maintaining subsequent relativities between jobs

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*While this case was initiated through a complaint to the Canadian Human Rights Commission, the settlement was achieved through the collective bargaining process.

- implications of imposing further restrictions on the flexibility of the wage mechanism as a device for allocating labour
- implications of increased government intervention in the labour market and associated administrative and enforcement costs
- implications for collective bargaining.

PUBLIC EDUCATION

Provincial

The focus of the Women's Bureau is public education. The Bureau responds to numerous public requests for information, referrals, advice, and assistance. Publications are developed and translated into a variety of languages as the need becomes apparent. Over 400,000 pieces of literature are distributed annually on such diverse topics as labour legislation, job search techniques, and current statistics. A quarterly newsletter is sent to over 8,500 individuals and organizations. Staff make numerous speaking engagements and media appearances as well as participating in workshops and seminars. A resource centre with a variety of information on women and employment and a film lending service are accessible to groups across the province.

The Ontario Status of Women Council publishes a newsletter, Status, which is sent to individuals, libraries, community information centres and legislators. A series of About Face reports have been published on such topics as women in sports, the image of housewives, women and health, and women and advertising.

Since 1975, all Ontario Government publications dealing with apprenticeship training have been revised. Male stereotypes have been removed and female apprentices have been included as role models. The brochure Women and the Skilled Trades, published by the Ministry of Colleges and Universities in English and French, profiles nine women apprenticing in non-traditional fields.

Ontario has also produced a number of films for public distribution, the contents of which deal with women in non-traditional occupations. A Women's Bureau film, No Time Like Now, interviews eight women who work in occupations ranging from surveying to dentistry to small motor mechanics. The Ministry of Colleges and Universities produced The Apprentices in 1978 and more recently, in consultation with the Women's Bureau, made a film focusing on women in trades, entitled Yes I Can. The

Ministry released a third film, entitled Breaking Through, in 1982. The Women's Bureau produced a slide tape show on labour legislation, entitled Your Rights As A Worker In Ontario, aimed primarily at immigrant women. More recently, the Women's Bureau and the Toronto Board of Education co-produced the film Make It Happen, geared to expanding the career expectations of female high school students.

Federal

In December 1980, CEIC launched an advertising campaign directed at both women and employers. Its goal was the promotion of equal employment opportunities for women and the utilization of CEIC assistance programs.

In September 1981, the regional Women's Employment Section organized a Women's Employment Week to promote CEIC programs and services for women and a more positive image of the Canada Employment Centre in the community.

In the 1981-82 fiscal year, the Regional Women's Employment Section, in conjunction with Native Services and Affirmative Action, developed a sound-slide presentation outlining all CEIC training programs, including special initiatives for women.

A newsletter, entitled Women and Work, is prepared by the regional Women's Employment Co-ordinator and distributed quarterly to all CECs in Ontario. The purpose of this newsletter is to provide an update on legislative changes, new programs for women, and resource materials.

A number of other promotional tools have been designed for use with both employers and CEIC clients specifically promoting the concept of women working in non-traditional jobs.

CHILD CARE

Provincial

There are approximately 60,000 licensed day care spaces in Ontario, of which approximately one-third are subsidized. Priority of access to subsidized spaces is given to families with children with special needs, sole-support working mothers, and low income families.

Following an 18 month review of day care policy and programs, the Ministry of Community and Social Services announced a revised policy in December 1980, incorporating the following principles:[34]

1. Programs should seek to strengthen the capacity of parents to perform their child-rearing responsibilities.
2. A diversity of services, service sponsorships, and program philosophies should be promoted.
3. Local government should continue to play a central role in planning and making available needed services.
4. The provision of public resources should be directed first to those with the greatest social and financial need.
5. Families of similar financial and social circumstances should have relatively equal access to public resources for which they are eligible.

At that time, the Minister announced ten new initiatives valued at approximately $10 million annually in order to implement the revised policy. As described in Appendix XIII, the areas in which new initiatives are being undertaken are as follows[35]:

1. Increased Provision of Subsidized Day Care
2. Public Education Campaign
3. Informal Care Pilot Project
4. Family Group Care Projects
5. Private Home Infant Day Care
6. Capital and Operational Start-Up Assistance
7. Service Planning
8. Standardization of Criteria for Day Care Subsidization
9. Service Maintenance
10. Appointment of Additional Childhood Education Consultants.

Non-Governmental Initiatives

Apart from government initiatives to improve and expand employment opportunities for women, remedial measures have been undertaken by labour, private sector employers, and public employers such as municipalities, libraries and school boards. In many cases, these measures have been developed in response to and/or in co-operation with government efforts.

I. PROGRAMS, SERVICES AND CONDITIONS OF EMPLOYMENT

AFFIRMATIVE ACTION

Employer Initiatives

Women's Bureau Surveys

The Women's Bureau Affirmative Action Consulting Service has conducted two questionnaire surveys of Ontario employers intended to assess the level and type of involvement in affirmative action for women.

A "comparative study" of employers drawn from both public and private sectors was carried out in 1980. Twin samples of employers — 309 having had contact with the Women's Bureau,[36] and 309 not having benefited from such contact,[37] were drawn. Of the first group, 136 responded whereas the second group produced 73 respondents.

Findings indicate that employers who had contact with the Women's Bureau were more likely to engage in affirmative action activities.[38] Of that group of employers:

1. 47.8 percent had implemented formal programs incorporating goals and timetables (vs. 42.5 percent).
2. 15.5 percent had implemented formal programs incorporating goals and timetables (vs. 6.9 percent).
3. More had implemented new measures (designation of affirmative action co-ordinator, accumulation of internal data) as compared to the second group who tended to revise existing measures focusing on recruitment and promotion systems).

Among both groups, measures specifically designed to enhance women's career development within organizations - goals and time tables, training for women,

career development programs, accountability of management for progress - were the least frequently implemented initiatives.

Private sector employers and U.S. subsidiaries* both reported a greater involvement in affirmative action activities than did public sector and Canadian - owned organizations respectively.

Interestingly comments revealed that, while the concept of treating men and women equally was generally accepted, many employers did not consider necessary the implementation of special measures to correct the imbalances relating to women.

Generally, employers were co-operative in revealing information about the kinds of affirmative action activities in which their companies were involved. For the most part, however, companies did not provide measurable results.

By December 1982, the Women's Bureau had met with 416 employers since its inception in 1975. Consultants had assisted in establishing affirmative action policies with 204 employers with a female labour force of approximately 266,000.

A survey of clients to March 1982**, indicates that private sector employers and U.S. subsidiaries are still more likely to implement or maintain affirmative action measures.

Canada Employment and Immigration Affirmative Action Counsulting Service

The CEIC Affirmative Action officers, who consult with companies regarding the implementation of affirmative action measures for women, in recent years have formally contacted approximately 250 employers in Ontario and have had informal contact with many more. Eight companies in the province, and a total of 27 in Canada,

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*57.8 percent of subsidiaries as compared to 38.7 percent of Canadian-owned organizations indicated involvement.

**Questionnaires were mailed to 343 employers who had had contact with the Women's Bureau Affirmative Action Consulting Service since 1975. One hundred and ninety-eight employers responded.

have adopted affirmative action plans with goals and timetables and have signed an agreement with CEIC outlining the terms of their involvement.

Employer-Union Attitudes

Canada Employment and Immigration Study

In December 1979, CEIC commissioned an interview survey (Survey #4) of 673 key private sector and trade union decision makers in Canada on their attitudes to the themes of equality of opportunity at work, affirmative action and personnel policies for the disadvantaged.[39] This study did not deal exclusively with women as a disadvantaged group; however, women were considered separately in several of the questions. All of the findings which are reported below specify whether they are relevant for women as a separate group or as part of a general disadvantaged category.

The analysis of the survey divided the sample into three subgroups - contractors, manufacturers and trade unionists. The results are as follows:[40]

1. Trade unionists are proportionately more likely to describe women as occupationally disadvantaged. Manufacturers and contractors consider women the seventh (out of 8 options i.e., handicapped, Natives, youth) most severely disadvantaged group in the labour market. Trade unionists place women third.

2. All groups consider women the third most likely disadvantaged group to do well without any special assistance programs.

3. With respect to the kinds of initiatives that the two employer groups (contractors and manufacturers) supported for the disadvantaged and the strength of that support, the most positive responses, particularly from large firms, were in support of low-cost initiatives (circulating promotional opportunities, advertising job openings in the community). The more costly or potentially more disruptive initiatives received correspondingly less support (establishing an affirmative action program, building a daycare centre).

4. Of union officials interviewed, 44 percent stated that changing the seniority system to help disadvantaged groups would be strongly opposed by their membership.

5. Only 13 percent of contractors and 8 percent of manufacturers reported that, at the time of the survey, the issue of women's and minority groups' employment received "a great deal of attention at senior levels", 43 percent and 56 percent, respectively, stated that these matters received "not very much" or "virtually no" high level attention in their companies.

6. Of the companies interviewed, 25 percent had an officer dealing with the employment of disadvantaged groups on a full or part-time basis.

7. With respect to respondents' views about the role of government in improving the employment status of disadvantaged groups, they greatly favoured cost and program assistance measures over legislation requiring goals and timetables and/or contract compliance. Smaller firms were generally more supportive of the suggested possibilities for government involvement.

8. Of the contractors and manufacturers interviewed, 83 percent and 50 percent, respectively, indicated that their companies would take steps to comply with contract compliance legislation. Larger firms were more likely to indicate compliance with such legislation.

9. Contractors indicated higher increases in the last five years than manufacturers in overall female employment and in women's employment in senior positions. They also projected higher increases in both areas over the subsequent three years. This was also true for larger firms as opposed to the relatively smaller respondents.

10. Generally, larger companies reported more activity on behalf of disadvantaged groups than smaller companies; they were also distinctly more wary of government involvement, preferring to see these issues dealt with voluntarily. Respondents from smaller firms were less fearful of government involvement although they too indicated positive responses to many of the elements of the package of voluntary internal initiatives.

All of the studies discussed indicate a greater declared degree of involvement in affirmative action by larger firms. However, many people working in the area of affirmative action and/or human resource consulting acknowledge a group of small company employers, who may not be aware of the term, who may not have instituted or revised policies, but who are nonetheless involved in measures which positively impact on the status of female employees. These isolated initiatives often stem from a tradition of good employer-employee relations and/or the familiarity and responsiveness of management to employees and their needs.

Union Initiatives

In the area of affirmative action, the Canadian Labour Congress has adopted a general affirmative action policy and prepared a manual on its implementation. In 1982, the Ontario Federation of Labour adopted the following action program:

- the OFL will hold public forums across Ontario in October 1983, at which submissions with respect to affirmative action may be presented;

- subsequently, information gathered during these meetings will be compiled and presented to government.

The kinds of affirmative action initiatives which have been undertaken by individual unions and locals to improve the status of female members both within the union and in the labour force and to increase member awareness of the issues vary, but generally involve some or all of the following components:

1. establishment of women's committees/caucus at the central and/or local level
2. appointment of an Equal Opportunity/Human Rights Co-ordinator
3. collection of data on status of female members
4. provision of educational programs (revision of standard training courses, special programs for women, e.g., on union structure, affirmative action, public speaking, day care, equal pay)
5. preparation of publications (new publications, integration of women's issues into standard union publications)
6. organization of conferences
7. new organizing initiatives in traditionally female employment areas
8. legislative lobbying (human rights legislation, equal pay for work of equal value, day care)
9. efforts to affect company affirmative action policies

With respect to #9, a few cases of union attempts to affect the hiring of women in non-traditional areas have been documented. For example, at Stelco, the USWA local was successful in having a 10 percent female hiring quota implemented. It was, however, necessary for the local to file a complaint with the Ontario Human Rights Commission before Stelco adopted the policy. At Fleet Manufacturing, Lodge 171 of the IAW was concerned that there were only 5 percent women in the plant. To correct this situation, they advertised and received applications from women interested in employment at Fleet. The ultimate goal was the implementation of an affirmative action program by Fleet. A complaint was filed with the Ontario Human Rights Commission when these female applicants were not hired. The case was resolved favourably for the women.

BENEFITS AND WORKING CONDITIONS

Excluding those covered by collective bargaining, there are a number of public and private employers in Ontario who provide benefits beyond the legislative requirements, which positively influence the quality of working life and compensation of female employees. These are mainly large organizations with a higher percentage of white collar jobs or the very small employers with good employee relations to which reference was previously made.

In recent years, collective agreement clauses affecting the benefits, working conditions and, in some cases, employment status of female union members have become increasingly more common. Despite the introduction of these measures, change has been slow, particularly in unions with a small female representation in non-traditional job areas. While the discrepancy between men's and women's wages in comparable work situations is relatively small in these unions, consideration of women's special needs is uncommon.

The kinds of issues which are being discussed in the collective bargaining process, and which in some cases have been successfully accepted into collective agreements are as follows. (The conditions under which these provisions are valid vary between contracts.)

1. paid maternity leave - the differential sum between U.I.C. payments and full salary

2. bridging of service - provisions allowing women to leave the work force for a specified number of years to raise children and to return to the work force retaining full seniority

3. time off for family illness and/or domestic crisis - provisions for women and men

4. protection from sexual harrassment

5. health and safety - ergonomic issues, i.e., those relating to physical comfort and design (lighting, ventilation, etc.)

6. pay - the principle of equal pay for work of equal value is at the base of some union wage bargaining

7. part-time employment - full protection of rights under the collective agreement and pro-rated benefits for part-time employees

8. workplace day care* - a pilot project establishing 4 workplace day care centres is currently being negotiated by the Ontario Public Service Employees' Union. Approximately 25 local unions of the Confederation of National Trade Unions of Quebec have won free space for child care at the work place.

Innovative Work Arrangements

In recent years, a minority of both union and non-union companies in Ontario have begun to implement various innovative working time arrangements which allow women a degree of flexibility in accommodating work and family responsibilities. In most cases, these schedules are not adopted specifically to meet the needs of female employees, but rather are geared to productivity, motivation, job satisfaction, and the transportation requirements of both men and women. Nonetheless, they often have an indirect influence on women's ability to handle the dual responsibilities of a career and family.

The nature of alternate time arrangements which are currently in use in Ontario are as follows:[41]

1. Compressed Work Week** - an arrangement of working time that reduces the number of days and increases the number of hours worked per day by an employee in a given work cycle.

2. Flexible Work Schedule - an arrangement which allows employees, within certain limits, to select starting and finishing times each day. Some schedules permit employees to balance longer working days against shorter working days or against days off.

3. Staggered Hours - an arrangement which provides for a staggering of the starting and finishing times of the fixed-length work day.

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*This initiative does not reflect labour's day care policy which is free universal access.

**In order to implement a compressed work week, a permit must be obtained from the Employment Standards Branch, Ministry of Labour.

The primary difference between staggered hours and flexible schedules is that under the latter system employees are free to choose their starting times on a daily basis, whereas under the former arrangement starting times are fixed.

TECHNOLOGICAL CHANGE

Change resulting from the implementation of microelectronic technology is an issue of increasing relevance to collective bargaining owing to its potential impact on the unionized labour force. It is an issue of concern to the female labour force because of its potential effect on female-dominated information occupations. At the 1981 Convention of the Ontario Federation of Labour, it was resolved that the OFL call on governments to:

1. Develop a comprehensive human resource policy which will deal with all of the implications of this new technology such as lay-off protection, retraining, and relocation.

2. Ensure through legislation that all workers share in the benefits of this new technology in the form of greater benefits such as shorter hours, extended vacations, and improved quality of work environment.

3. Ensure through legislation that workers have the right to strike during the life of a collective agreement if jobs are threatened or altered by impending technological change.

Despite this recent concern, labour unions have, to date, not had a great deal of impact on the introduction of technological change. The issue has not generated the degree of interest in Canada that it has in the unionized sector of Western Europe.

The industrial analysis of contracts indicates that service and trade industries, two sectors in which women are concentrated, have a relatively low incidence of provisions covering technological change.

In March 1980, the Ontario Ministry of Labour surveyed contract provisions in collective agreements covering 200 or more employees (Survey #1).[42] Lillian Buchanan, in her study of the attitudes and responses of organized labour to technological change, also compiled data on the incidence of provisions in Canadian contracts covering 500 or more employees up to 1979 (Survey #2).[43] The incidence of clauses related to technological change, as revealed in these surveys, is discussed under the appropriate clause in the following suggested outline of the range and nature of contract options.[44]

Advance Notice

This clause requires the employer to give the union notice of a specified period of time before the technological change is introduced into the workplace. It can also require notification of all foreseeable effects and repercussions.

Approximately 44 percent of the unionized workers included in Survey #1 had some form of advance notice of technological change. The length of the notice was not specified for approximately one-third of those employees who did have the provision. In Survey #2, 8.8 percent of the employees covered had a provision requiring advance notification of lay-off.

Consultation

This clause provides for labour-management consultation on issues arising from the introduction of technological change. In the case of irreconcilable differences, one of two options are suggested:

1. arbitration prior to change
2. right to strike over technological change.*

One half of the employees covered by Survey #1 had a contract clause requiring the employer to consult with the union. However, in most cases, the agreement did not oblige the employer to act on problems or concerns raised by the union. In Survey #2, in 1979 approximately 35 percent of the employees covered had a contract clause providing for either advance notice or consultation prior to implementation. In this survey, 21 percent of employees were covered by an agreement which provided for the establishment of a labour-management committee on technological change.

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*The Ontario Labour Relations Act prohibits stike action during the life of a collective agreement.

Protection Against Layoffs

This clause prevents employees from being dismissed and/or having their hours reduced as result of technological change.

Income Protection

This clause requires employers to maintain the salaries of employees who are reclassified or transferred.

Approximately 17 percent of those covered by Survey #1 were guaranteed the same income regardless of technological change. Approximately 24 percent of those covered in Survey #2 had wage or employment guarantees.

Severance Pay

This clause requires payment to employees made redundant by technological change. Approximately 9 percent of the employees included in Survey #1 had some form of severance pay.

Transfer Arrangements

This clause allows redundant or displaced employees to fill job vacancies for which they have seniority and which they are able to perform. If no appropriate vacancies exist, they may have the right to displace employees with less seniority.

Approximately one-third of the employees in Survey #1 had some form of transfer arrangement.

Relocation Allowance

This clause requires the employer to provide financial assistance to employees who are forced to relocate.

Only 3.9 percent of employees in Survey #1, and 9.7 percent of those in Survey #2 had such a provision.

Training And Retraining

This clause requires the employer to provide the affected employees with the necessary training required to perform new methods of work or operate new equipment, sometimes before additional staff is hired, and sometimes without reductions in pay during training and in the new jobs.

Approximately one-third of the employees in Survey #1 were guaranteed some form of training if required by technological change. Most of the training which is provided is not intensive or long-term and would not enable an employee to move into a completely new area of work or a more highly-skilled job. Training clauses may also not require the employer to provide training, but merely state that the "employer will seek to provide training". Approximately 28 percent of the employees covered by Survey #2 had some form of training or retraining provision.

This clause attempts to maintain employment levels through a reduced work week, longer vacations, more days off, and/or better leave provisions.

Inclusion Of New Positions In The Bargaining Unit

This clause guarantees that any new positions created as a result of technological change will be included in the bargaining unit automatically, unless mutually agreed upon by the union and the employer.

SECTION B

REMEDIAL MEASURES - WOMEN CROWN EMPLOYEES

LEGISLATION

I. *LEGISLATION PROVIDING FOR MATERNITY LEAVE AND BENEFITS*

The Public Service Act

Under regulations made pursuant to this Act, an employee who has completed more than one year of continuous service may be granted leave of absence without pay and without accummulation of credits for a period of up to 12 weeks for the purpose of the adoption of a child.

Under regulations made pursuant to this Act, a female employee who has completed more than one year of continuous service is entitled to take a leave of absence without pay and without accumulation of credits for the purpose of childbirth. This leave consists of a flexible 17-week period.

II. *DIFFERENCES IN THE LEGISLATION AS IT APPLIES TO PART-TIME AND FULL-TIME EMPLOYMENT*

The Public Service Act

Part-time employees, all of whom are unclassified, are covered by the regulations under the Public Service Act. However, in some cases, the nature of their labour force participation systemically precludes their entitlement to certain benefits, specifically maternity leave and severance pay. For example, seasonal employees would not meet the one year continuous employment condition to guarantee their jobs following maternity leave.

Public Service Superannuation Act

Unclassified employees do not have the right to participate in the pension plan governed by this Act. Owing to the absence of a provision in this Act for classified part-time employment in the public service, all part-time employees are unclassified.

Crown Employees' Collective Bargaining Act

Some part-time employees, depending on the conditions of their employment, for example their classification, are entitled to representation under this legislation. However, the benefits provisions which have been negotiated for part-time employees are not the same as those to which full-time employees are entitled, for example, with regard to superannuation.

GOVERNMENT POLICY: MECHANISMS FOR DEVELOPMENT AND IMPLEMENTATION

The ongoing mechanisms which are operative to develop and implement policy relevant to the promotion of equal opportunity for women crown employees are discussed in Appendix VII.

GOVERNMENT PROGRAMS AND SERVICES[45]

AFFIRMATIVE ACTION

The objective of the Government of Ontario's Affirmative Action Program is to improve women crown employees' occupational status through a combination of changes to personnel policies at the corporate level and initiatives at the ministerial and corporate levels to promote more women.

The first set of Guidelines, issued in 1974, were broad in scope and included a requirement for policy commitment and involvement by senior management, the establishment of a data base, the identification of promotable women, and the development of ministerial affirmative action plans.

During this first phase of the Program, emphasis was placed on information and education about affirmative action at the ministerial level. At the corporate level, some policy changes were made and new approaches developed, such as the establishment of bridging positions.

The second phase of the program began in May 1977 with a new Directive and Guidelines developed by the Women Crown Employees' Office and approved for implementation by the Civil Service Commission and the Management Board of Cabinet. The new Directive and Guidelines stressed a results-oriented approach to affirmative action. All ministries were directed to submit their annual action plans on a management-by-results basis. The guidelines provided more detailed information on areas the action plans were to cover, such as managerial accountability.

The second Directive also allowed ministries to give priority consideration* to female candidates competing for management-excluded jobs in areas where a male and female candidate were considered equal, and to give priority to women in training and development. This second phase drew to a close in March 1980.

The third phase of the program began on April 1, 1980, with the introduction of a new Directive developed by the WCEO in consultation with the Affirmative Action Council, the Personnel Council, senior ministry line managers, and staff of the Civil Service Commission and the Management Board Secretariat. It states that:

- The goal of the Affirmative Action Program has been better defined. Formerly, the goal was stated simply as achieving equal opportunity for women. The new goal statement of the program is that women will achieve a minimum representation of 30 percent in all management modules and bargaining unit categories by the year 2000.

- All ministries are required to set annual numerical planning targets to increase the number of women hired and promoted into classes where they constitute less than 30 percent of the population. These are reviewed by the WCEO and approved by Management Board. This improved data base, which includes information on job turnovers and the number of women qualified to compete for particular jobs, allows targets to be set and evaluated realistically.

- Management Board established an Affirmative Action Incentive Fund to provide salary dollars to fill-in for women sent on accelerated career development activities. For 1982/83, $300,000 was made available to ministries through the Fund.

- Management Board and Cabinet review ministry progress in achieving numerical targets twice-annually.

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*Discontinued.

- Results in affirmative action are addressed in the performance appraisal of managers.

- Ministries are given a choice of the following program priorities, of which at least two must be implemented, in order to maximize results in their Affirmative Action Program:

a) Priorities to raise the level of the occupational distribution of women, i.e. initiatives to get more women into:

1. executive positions (Program Executive Plan and Senior Compensation Plan);

2. middle management (any under-represented modules);

3. entry level management positions.

b) Priorities to diversify the occupational distribution of women, i.e. initiatives to get more women into:

1. skilled and semi-skilled trades and services;

2. technical specialist positions;

3. professional specialties.

It has been recognized that significant changes in occupational distribution can only be achieved through the elimination of systemic barriers which, in the Affirmative Action Directive, are defined as policies and practices which in themselves or through inappropriate application, disadvantage certain groups in the workforce. Subsequently, the following changes have to date been made in personnel systems:

- Policy approval was given to extend the area of search for certain competitions where women are acutely underrepresented (Outreach Recruitment).

- All job classification titles containing sexist language were revised.

- Ministry Affirmative Action Program Managers monitor competitions and sit on Selection Boards of their choosing.

- "Rug ranking"* elements of secretarial job standards have been eliminated.

- A major project was undertaken to review all jobs in the Office Services and Clerical Services categories (about 18,000) in order to improve the classifications of secretaries, typists and word processing operators.

- Classification revisions were made to the laundry worker series, leading to improvements in their salary levels.

- A policy aimed at cutting back on credentialism was established, which eliminates undue emphasis on academic and experience credentials both in the development of job standards and in the staffing process.

- Women earning salaries equivalent to Program Executives and having immediate potential for these senior management jobs have been added to the government's Senior Manpower Inventory.

- A second inventory is in preparation for people with longer-term potential for senior management jobs.

- In some ministries, a "bridging" policy has been implemented which designates certain entry-level or trainee positions as suitable for women coming from traditional job areas such as the secretarial series.

- There have been some initiatives in job rotations, job enrichment and job restructuring which have provided women with more varied skill and experience bases.

- Staff Training and Development Programs are monitored with respect to the participation of women.

Recommendations regarding the following issues have been made by the WCEO and the Affirmative Action Council:[46]

- Permanent part-time employment.

- Apprenticeship training.

- Initiatives regarding the mobility of women into management.

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*A colloquial term referring to the determination of a secretary's classification by virtue of her/his supervisor's own status instead of on the basis of job content or skills required.

- Movement between Office Services jobs and other positions.
- Improvements to the classification of Clerical Services and Office Services jobs.
- Improvements to the pay, classification, career development and working conditions of word processing operators.
- Maternity leave benefits.
- Administrative trainee program.
- Career development inventories.
- Further improving access to staff training and development for women.
- Sexual harassment.
- Day care.
- Sexist language.
- Anti-nepotism.

The WCEO provides a statistical information package to each Affirmative Action Manager twice yearly. The package includes data on the occupational and salary distribution of men and women in the ministries and forms the benchmark against which progress is measured. Recommendations are made regarding the types of information required to augment that which are available. A detailed report of the status of women crown employees and the departmental initiatives taken to affect their status is also prepared each year by the WCEO and tabled in the legislature.

It is difficult to determine the direct influence of affirmative action measures on the employment and salary changes outlined in the previous chapter. The third phase of the affirmative program is relatively new. However, the increased level of accountability reflected in the Directive will, in the long run, allow for a more comprehensive evaluation of the measures designed to improve the employment status of women at the departmental level.

BENEFITS AND SUPPORT SERVICES

Public service employees are entitled to a number of health, insurance and pension-related benefits. The following benefit clauses, which are included in both

bargaining unit and management agreements, address themselves to the needs of working parents beyond the provisions guaranteed by legislation:

1. adoption leave - with one year's service, an employee is eligible for up to 12 weeks leave without pay
2. special or compassionate leave - an employee is entitled to up to 3 days annually without pay for unforeseen personal emergencies
3. leave of absence without pay and without accumulation of credits, granted by Deputy Minister
4. leave of absence without pay for special or compassionate reasons.

Innovative Work Arrangements

Innovative work arrangements, such as flexible hours, staggered hours and compressed work weeks, are operative in many ministries at the discretion of the Deputy Minister.

Career Counselling Service

A career counselling service has been established through the Civil Service Commission. The counsellor conducts approximately 500 individual consultations each year, approximately 60 percent with women and 40 percent with men. The Affirmative Action Managers are also involved in some career counselling within departments.

Daycare Counselling Services

A daycare counselling service is provided through the Ministry of Government Services. Women and men in the public service are counselled about daycare options and how to evaluate them, parenting, the management of a dual career family and other related issues. Information about the availability of facilities throughout the province is also provided through this service.

TRAINING[47]

A variety of internal and external staff development options are available to government employees, with ministerial approval, depending on their eligibility. The Civil Service Commission is responsible for determining staff development policy and procedures, the provision of interministerial programs, and the provision of assistance in the design and implementation of individualized ministerial programs.

The established courses which are available to employees in 1982/83 fall into the following categories:

- Management/Supervisory Skills
- Computer Technology Courses
- Communication Skills
- Personal Development Courses
- Personnel Management
- Special Support Staff Courses
- Financial/Accounting Programs
- Records Management Programs
- French Language Training

As well, external educational leave is available, under certain conditions, when the required training is not available internally. This form of professional development may involve full, partial or no financial support, resignation with retention of attendance and vacation credits, or tuition reimbursement with no required absence.

In 1980/81, more men than women received training which would allow them to either perform their jobs more efficiently or increase their job mobility potential.[48] More than twice as much money was spent on training for men than for women. The gap increased in 1980/81 from the previous year.[49] The discrepancy between the training dollars spent on men and women is partly attributable to the fact that men tend to participate in courses which cost more than those in which women participate.

Footnotes

[1]Canada Employment and Immigration; A Survey of Women's Employment in Ontario; 1981. Parts of the legislative section were abstracted from the above paper, the source of which was Labour Canada; Legislation Relating to Working Women; 1979.

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[37]Ontario Ministry of Labour, Women's Bureau; Affirmative Action Questionnaire Survey No. 2; 1981.

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CHAPTER IV

SUMMARY

Labour Force Profile Of The Female Group

The employment trend, projected to continue in the future, is towards increased participation in the labour force by women of all ages and circumstances. In 1982, women's overall participation rate was 56.0 percent, and they represented 42.0 percent of the total labour force in Ontario. The greatest increase in recent years has been in the participation rates of women between the ages of 25 and 44, married women, and women with small children.

Men and women remain largely segregated in different occupational categories and at different levels within those categories. In 1982, 61.0 percent of the female work force was concentrated in clerical, sales, and service occupations. A substantial proportion of women in managerial and professional positions were in traditional female occupations such as nursing, teaching, and social work. Women predominated in the clerical work force, whereas men formed over three-quarters of the work force in the primary occupations, and in processing, construction, transportation, and materials handling categories.

Women's share of total employment has increased minimally in all industrial sectors as a result of their increased participation in the work force. However, certain industries such as primary industries (fishing, forestry, trapping, mines, quarries, and oil wells), and construction remained approximately 90 percent male-dominated. In contrast, 43.5 percent of the female labour force was concentrated in service industries, and 81.9 percent was employed in the tertiary sector of the economy.

The more educated women are, the more likely they are to work. This observation is notable as the trend in education is towards increased participation by women in post-secondary programs. While women's distribution in courses throughout the educational systems in Ontario is gradually changing, career expectations and course enrollments at all levels (secondary school, college, and university) continue at this time to largely reflect the segregated nature of the labour market. Women are particularly underrepresented in programs leading to employment in the blue-collar skilled trades, and are overrepresented in secretarial courses and clerical-related programs.

Of note also is the observation that male and female graduates do not have similar employment experiences on entering the labour market, even when their educational backgrounds are comparable. For example, the full-time employment rate for male university graduates is greater than that for female graduates. Male college and university graduates on the whole earn more than female graduates. Female college business graduates are underemployed to a greater extent than comparable male graduates.

In 1981, women constituted 71.0 percent of the part-time work force which represented 15.0 percent of total employment in Ontario. Part-time work is, for the most part, concentrated in low-paying jobs in sales, service, clerical occupations, and in service and trade industries. Generally, employment on this basis offers little opportunity of advancement, often excludes employees from coverage in employee benefit plans, and provides limited protection under the Employment Standards Act.

Between 1966 and 1981, the unemployment rate was consistently higher for women than for men; in 1982 it was equal at 9.8 percent for both sexes. The highest unemployment rate for both women and men is experienced by those between the ages of 15 and 24.

Wages/Income

In 1981, the overall earnings of female full-time full-year workers in Ontario were 63.0 percent of men's earnings. The earnings discrepancy is reflected across occupational categories and, while considerably reduced, continues to exist (5-10 percent) in comparably defined work situations when all relevant productivity related variables such as seniority, education, length of service, and experience are controlled (see Appendix III). A more significant variable affecting the wage gap than wage discrimination is occupational segregation.

Barriers

Barriers to women's full participation in the labour force may include:

Systemic Employment Barriers

The unintentional, yet nonetheless discriminatory, barriers inherent in many employment practices combine to present a source of disadvantage to women's employment. Entry level requirements, hiring procedures and job evaluation systems often reflect subjective biases which can result in the undervaluing of traditionally female jobs, restricted access to jobs and to mobility between jobs for women. By way of a specific example, women's experience in voluntary organizations may not be considered as work experience by a potential employer.

Access to Child Care

While child care is theoretically a family issue, the responsibility, more often than not, is assumed by mothers. Both the degree of availability and the nature of existing child care options may restrict women's access to employment opportunities. Licensed child care, which meets approximately 15 percent of the need in the province, is based on a social assistance model giving priority to those in the greatest need, and subsequently places accessibility and financial constraints on those who do not quality for priority treatment and financial assistance. Furthermore, the times and days on which both licensed and unlicensed care are, for the most part, available render it inadequate for meeting the needs of those who work irregular hours, weeks, or shifts.

Government Response

Both the provincial and federal governments have implemented initiatives designed to: diminish existing discrepancies between men and women, alter patterns of distribution in the labour market, and foster equal employment opportunity. Generally, governments have undertaken to promote:

- affirmative action initiatives
- measures to prevent discrimination in employment
- measures to improve and expand opportunities

Affirmative Action

Both the federal and provincial governments encourage the voluntary adoption of private sector responsibility in the area of affirmative action by promoting employer awareness and providing assistance to employers wishing to implement affirmative action policies.

Prevention of Discrimination in Employment

Legislation and regulatory enforcement systems are the mechanisms used by government to eliminate discrimination and ensure equitable treatment in employment.

The Human Rights Code of Ontario prevents discrimination in employment on the basis of sex. The Employment Standards Act guarantees job security following maternity leave for women meeting specified requirements under the Act.

The Employment Standards Act also guarantees equal pay for equal work. In 1981, the Employment Standards Branch was allotted additional resources which have enabled a more proactive position to be taken towards enforcement, with more random investigations and audits now being conducted.

Legislation and regulatory enforcement systems are the mechanisms used by government to eliminate discrimination and ensure equitable treatment in employment.

Improving/Expanding Opportunities

Discussed below are government initiatives with respect to:

Training

A major objective of federal-provincial training initiatives for women has been to increase their representation in non-traditional courses, and subsequently in corresponding occupations in which they presently constitute less than 10 percent of the total work force.

Public Education

Both the federal and provincial governments have undertaken media campaigns (for instance, regarding equal pay for equal work legislation and the concept of equal opportunity) and have developed print and film resource materials to keep the public informed about issues, developments and options relevant to women's employment.

Job Creation

While short-term in nature and focused on the provision of employment experience for young people and students, the Ontario government's job creation programs (the Ontario Career Action Program, the Ontario Youth Employment Program, the Experience Program) generally have a good representation from women, with the exception of the enterpreneurial initiative (Student Venture Capital).

The federal government also sponsors job creation programs which are operative in Ontario. These initiatives vary in duration and collectively address both the need for short-term employment experience and long-term continuous employment. Four of the six major federal programs are structured in such a way as to target women as a potential employment group. These include the Local Employment Assistance Program, the Canada Community Development Projects, the Canada Community Services Projects, and the Summer Canada Student Employment Program.

In the latter three projects, the employment of women, natives, youth, and the physically handicapped, as employment disadvantaged groups, is a priority.

Career Counselling and Placement

Both the federal and provincial governments provide counselling and placement services, both directly and through the support of other agencies.

In Ontario, the major focus is on the counselling and placement of young people and sole support mothers in receipt of social assistance. Services are available in secondary schools, colleges, and universities throughout the province. While the recommendations of the Secondary School Education Review Project consider the influence of the entire secondary school experience on the development of students' career expectations, very little emphasis is placed on career education at the elementary

school level. What is available is informal in nature and varies from school to school. Some thirty Youth Employment Counselling Centres have been funded to deliver counselling and placement services to both young men and women. The Women's Bureau offers a career counselling consulting service to counselling agencies in the province and has developed a number of resources of use in the educational and career decision-making processes.

The provincial government (as a sole-sponsor or co-sponsor with the federal government and/or various community-based organizations) also provides a number of pre-employment, pre-training counselling courses aimed at assisting sole-support mothers on social assistance to become self sufficient. In some cases, support services such as daycare and reimbursement for related expenditures are also provided.

The federal government, through the Canada Employment Centres and Canada Employment Centres for Students, offers a number of direct counselling and placement services. Recently, three Women's Employment Centres, providing a range of CEIC services to women, have been established in Ontario. The CEIC Outreach model has been a particularly successful community-based service delivery model. Forty percent of the clients (from projects specifically assisting women to gain access to the job market) have successfully secured employment and 10 percent have enrolled in government-sponsored training.

Synopsis

The statistical profile of men and women in the labour force serves to highlight the ways and degree to which women are disadvantaged relative to men in the labour force. Despite improvements in the employment status of women, significant discrepancies continue to exist between men and women in the work force, largely owing to their continuing concentration in different occupations and at different levels within the occupational hierarchy.

FOOTNOTES

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APPENDICES

APPENDIX 1
Tables

Table 1

Labour Force by Sex and Age and by Sex and Educational Attainment

Ontario 1982

		# Working Age Population		# Labour Force		Participation Rate		% of Total Female Labour Force	% of Total Male Labour Force	% of Total Labour Force	
		F	M	F	M	F	M			F	M
Age:	15-19	377	393	215	228	57.1	58.0	11.2	8.8	4.7	5.0
	20-24	407	418	311	360	76.4	86.1	16.2	13.8	6.9	8.0
	25-44	1289	1264	923	1217	71.6	96.3	48.0	46.9	20.4	26.9
	45-64	884	845	450	737	50.9	87.2	23.4	28.4	10.0	16.3
	over 65	480	350	24	55	4.9	15.6	1.2	2.1	.5	1.2
	Total	3437	3270	1923	2596	55.9	79.4	100.0	100.0	42.5	57.5
Educational Attainment											
	0-8 years	666	640	199	401	29.9	62.7	10.3	15.4	4.4	8.9
	High School	1836	1634	1071	1318	58.3	80.7	55.7	50.8	23.7	29.2
	Some Post Secondary	284	306	189	248	66.6	81.1	9.8	9.5	4.2	5.5
	Post-Secondary Diploma or Certificate	381	298	262	272	68.8	91.3	13.6	10.6	5.8	6.0
	University Degree	270	391	203	357	75.2	91.3	10.6	13.7	4.5	9.9
	Total	3437	3270	1923	2596	56.0	79.4	100.0	100.0	42.6	57.5

Source: Statistics Canada, Labour Force Survey Division, unpublished data: 1982,
The Labour Force, Annual Averages, 1982.

TABLE 2

Labour Force by Marital Status, Sex, and Presence of Children

Ontario 1982

ECONOMIC FAMILY	# Working Age Population F	# Working Age Population M	# Labour Force F	# Labour Force M	Participation Rate F	Participation Rate M	% of Total Female Labour Force	% of Total Male Labour Force	% of Total Labour Force F	% of Total Labour Force M
All Marital Status										
*1 Under 3	320	311	165	305	51.6	97.9	8.6	11.7	3.6	6.6
1 Between 3-5	200	182	120	179	59.8	98.3	6.2	6.9	2.6	3.9
1 Between 6-15	569	505	385	486	67.5	96.4	20.0	18.7	8.5	10.7
All Women/Men with Children Under 16	1090	999	670	971	61.5	97.2	34.8	37.4	14.8	21.5
Married Women/Men										
1 Under 3	304	310	157	304	51.6	98.0	8.2	11.7	3.5	6.7
1 Between 3-5	177	181	105	178	59.2	98.2	5.5	6.8	2.3	3.9
1 Between 6-15	494	490	328	473	66.5	96.5	17.0	18.2	7.3	10.5
Married with Children Under 16	975	982	590	955	60.5	97.2	30.7	36.8	13.0	21.1
Other Women/Men										
1 Under 3	16	*	8	*	50.3	*	0.4	--	0.2	--
1 Between 3-5	23	*	15	*	65.3	*	0.8	--	0.3	--
1 Between 6-15	75	14	56	13	74.6	93.1	2.9	0.5	1.2	0.3
Other with Children Under 16	115	17	79	16	68.7	94.1	4.1	0.6	1.7	0.3

*Code: 1 Under 3 - At least one own child under the age of 3;
1 Between 3-5 - At least one own child between the ages of 3 and 5; etc.
* Less than 4000
-- Not Calculable

Source: Statistics Canada, Labour Force Survey Division, unpublished data; 1982

TABLE 3

Unemployment, Employment By Age, Sex and Educational Attainment

Ontario, 1982

	# Employed		Employment/ Pop. Ratio		Participation Rate		# Unemployed		Unemployment Rate		Not in Labour Force		Population	
	F	M	F	M	F	M	F	M	F	M	F	M	F	M
15-19 Years	179	177	47.4	45.1	57.1	58.0	37	51	17.0	22.2	162	165	377	393
Grades 0-8	8	14	25.5	33.7	37.5	46.1	4	5	32.0	26.9	20	23	33	43
High School	154	152	49.3	46.5	58.9	59.5	30	43	16.2	21.9	128	133	312	328
Some Post-Sec.	14	10	48.6	46.3	56.9	57.1	...	...	14.5	18.6	12	9	28	21
Certificate/Diploma	...	...	69.7	...	79.9	...	...	...	...	...	...	...	4	...
University Degree	...	...	...	...	...	....	...	...	...	...	...	...	...	...
20-24 Years	271	296	66.5	70.9	76.4	86.1	40	63	13.0	17.6	96	58	407	418
Grades 0-8	6	10	39.0	65.4	51.9	84.1	...	...	24.9	22.3	7	...	15	16
High School	146	171	65.0	73.4	76.7	92.6	26	45	15.3	20.7	52	17	224	233
Some Post-Sec.	50	59	62.2	60.5	69.3	69.8	6	9	10.3	13.2	25	29	81	97
Certificate/Diploma	45	35	80.6	81.0	87.7	90.9	4	4	8.2	10.9	7	4	56	43
University Degree	23	22	76.2	73.8	84.0	81.8	...	...	9.2	9.8	5	5	31	29
23-34 Years	475	628	64.7	87.8	71.6	95.5	51	58	9.6	8.4	209	29	735	715
Grades 0-8	26	36	47.6	76.2	56.8	91.5	5	7	16.1	16.7	23	4	54	47
High School	220	292	59.1	86.9	66.9	96.7	29	33	11.7	10.1	123	11	372	336
Some Post-Sec.	53	75	69.1	87.6	75.6	94.7	5	6	8.6	7.5	19	5	76	86
Certificate/Diploma	87	99	74.8	91.9	80.5	98.0	7	7	7.0	6.2	23	...	116	108
University Degree	90	126	77.3	91.0	81.7	94.7	5	5	5.4.	3.9	21	7	117	138
35-44 Years	368	497	66.4	90.4	71.6	96.7	29	35	7.4	6.5	157	18	554	550
Grades 0-8	45	76	51.6	81.6	57.4	91.6	5	9	10.1	11.0	38	8	88	94
High School	194	220	66.4	89.8	72.2	97.1	17	18	8.0	7.5	81	7	292	245
Some Post-Sec.	27	39	72.4	92.5	77.0	97.7	...	...	5.9	5.4	9	...	37	42
Certificate/Diploma	56	59	73.2	94.3	76.4	98.1	...	...	4.2	3.9	18	...	77	63
University Degree	43	102	75.5	96.6	80.4	99.3	...	...	6.1	2.7	12	...	60	106
45-54 Years	263	405	57.6	88.7	62.0	94.3	20	26	7.2	6.0	174	26	458	457
Grades 0-8	49	108	43.0	81.6	47.3	89.6	5	11	9.1	8.9	60	14	114	133
High School	142	178	58.8	89.8	63.3	95.2	11	11	7.2	5.7	88	9	241	199
Some Post Sec.	17	25	72.5	92.2	77.4	96.6	...	...	...	...	5	...	24	27
Certificate/Diploma	35	37	68.7	94.0	73.3	98.1	...	...	6.3	4.2	14	...	51	39
University Degree	20	57	73.3	95.5	76.9	98.3	...	...	...	2.8	6	...	28	60
55-64 Years	156	286	36.7	73.7	38.9	76.8	10	20	5.8	6.4	261	82	427	388
Grades 0-8	35	92	25.6	66.9	28.0	73.3	...	9	8.5	8.3	99	37	137	137
High School	87	127	40.3	75.5	42.6	80.0	5	8	5.4	5.6	124	34	215	168
Some Post Sec.	9	15	46.8	75.8	49.6	81.7	...	...	...	...	10	4	20	20
Certificate/Diploma	17	23	45.2	82.5	47.0	86.0	...	...	...	...	20	4	37	28
University Degree	8	29	49.4	83.8	50.1	87.1	...	...	...	...	9	5	17	35
65-69 Years	15	32	9.7	23.3	10.0	24.3	...	...	...	...	143	103	159	136
Grades 0-8	...	10	5.5	19.1	6.0	19.8	...	...	...	...	58	43	61	54
High School	8	14	10.6	24.4	10.6	25.4	...	...	...	...	64	43	71	58
Some Post Sec.	...	...	...	...	...	...	...	...	...	...	5	4	7	6
Certificate/Diploma	...	...	13.7	...	14.6	19.8	...	...	...	...	11	6	13	8
University Degree	...	5	...	42.7	...	43.6	...	...	...	...	5	6	7	11
70 Years & Over	7	21	2.3	9.9	2.4	10.0	...	...	...	...	313	193	320	214
Grades 0-8	...	10	1.0	8.1	1.1	8.2	...	...	...	...	163	108	164	118
High School	...	6	2.9	8.6	3.0	8.8	...	...	...	...	104	62	108	68
Some Post Sec.	...	...	...	...	...	...	...	...	...	...	11	6	12	7
Certificate/Diploma	...	...	...	20.8	...	20.8	...	...	...	...	26	7	26	9
University Degree	...	...	...	22.9	...	22.9	...	...	...	...	9	10	10	12

Source: Statistics Canada, Labour Force Survey Division, unpublished data, 1982.

Table 4

Unemployment, Employment by Sex, Marital Status and Presence of Children

	# Employed		Employment Population Ratio		Participation Rate		# Unemployed		Unemployment Rate		Not in Labour Force		Population	
	F	M	F	M	F	M	F	M	F	M	F	M	F	M
All Marital Status	1159	1659	51.3	78.6	56.5	84.2	119	116	9.3	6.6	982	334	2260	2110
1 Under 3	143	284	44.6	91.1	51.6	97.9	22	21	13.5	6.9	155	6	320	311
1 Between 3-15	105	167	52.5	91.6	59.8	98.3	15	12	12.2	6.8	80	*	200	182
1 Between 6-15	350	455	61.4	90.2	67.5	96.4	35	31	9.1	6.4	185	18	569	505
Women/Men with No Own Children Under 16	561	753	48.0	67.8	52.0	72.5	47	52	7.7	6.5	562	306	1170	1111
Married Women/Men	1040	1615	51.1	78.9	56.0	84.3	101	111	8.8	6.4	894	321	2035	2047
1 Under 3	137	283	45.1	91.2	51.6	98.0	20	21	12.6	6.9	147	6	304	310
1 Between 3-5	93	166	52.3	91.5	59.2	98.2	12	12	11.6	6.8	72	*	177	181
1 Between 6-15	302	443	61.1	90.4	66.5	96.5	27	30	8.1	6.2	166	17	494	490
Married with Children Under 16	508	723	48.0	67.8	51.9	72.4	42	49	7.6	6.3	509	294	1060	1065
Other Women/Men	119	45	53.0	70.9	61.0	79.2	18	5	13.2	10.4	88	13	225	63
1 Under 3	6	*	34.8	*	50.3	*	*	*	31.0	*	8	*	16	*
1 Between 3-5	12	*	54.4	*	65.3	*	*	*	16.7	*	8	*	23	*
1 Between 6-15	48	12	63.6	82.9	74.6	93.1	8	*	14.7	*	19	*	75	14
Other No Own Children Under 16	53	30	48.2	65.9	52.5	73.8	5	4	8.2	10.6	52	12	110	46

Code: * Less than 4000

Source: Statistics Canada, Labour Force Survey Division, Unpublished Data; 1982.

TABLE 5

Full-Time and Part-Time Employment By Age, Sex, and Marital Status

Ontario, 1982

	# Employed (Total)		FULL-TIME EMPLOYMENT # Employed Full-Time		% of Total Female Labour Force	% of Total Male Labour Force	% of Total Labour Force		PART-TIME EMPLOYMENT # Employed Part-Time		% of Total Female Labour Force	% of Total Male Labour Force	% of Total Labour Force	
	F	M	F	M			F	M	F	M			F	M
AGE: 15 - 24	540	474	292	343	15.2	13.2	6.5	7.6	158	131	8.2	5.0	3.5	2.9
25 - 44	843	1125	674	1108	35.0	42.7	14.9	24.5	169	17	8.8	0.7	3.7	0.4
45 - 54	264	406	199	400	10.3	15.4	4.4	8.8	65	6	3.4	0.2	1.4	0.1
55 - 64	187	286	115	277	6.0	10.7	2.5	6.1	42	9	2.2	0.3	0.9	0.2
Over 65	23	53	12	37	.6	1.4	.3	.8	11	16	0.6	0.6	0.2	0.4
TOTAL	1735	2342	1291	2164	67.1	83.4	28.6	47.8	444	178	23.1	6.9	9.8	3.9
MARITAL STATUS														
Married	1064	1655	800	1616	42.0	62.2	17.7	35.8	264	39	13.7	1.5	5.8	0.9
Single	485	582	336	447	17.5	17.2	7.4	9.9	149	135	7.7	5.2	3.3	3.0
Other	186	105	155	101	8.1	3.9	3.4	2.2	31	4	1.6	0.2	0.7	0.1
TOTAL	1735	2342	1291	2164	67.1	83.4	28.6	47.9	444	178	23.1	6.9	9.8	3.9

Source: Statistics Canada, Labour Force Survey Division, unpublished data; 1982
The Labour Force, Annual Averages; 1981

Table 6

Occupational/Industrial Distribution of Labour Force

Ontario 1982

Occupational Category/ Industrial Sector	Labour Force F	Labour Force M	Women as % of Total in Category	Men as % of Total in Category	% of Total F Labour Force	% of Total M Labour Force	% of Total Labour Force F	% of Total Labour Force M	# Employed F	# Employed M	% of all Employed in Category F	% of all Employed in Category M	# Unemployed in Category F	# Unemployed in Category M	% Unemployed in Category F	% Unemployed in Category M	Unemployment Rate F	Unemployment Rate M
Managerial/Professional	467	608	43.4	56.5	24.3	23.4	10.3	13.5	445	586	43.2	56.2	22	22	50.0	50.0	4.7	3.6
Clerical	631	172	78.6	21.4	32.8	6.6	14.0	3.8	583	159	78.6	21.4	48	13	78.7	21.3	7.6	7.6
Sales	201	266	43.0	57.0	10.5	10.2	4.4	5.9	185	252	42.3	57.7	16	14	53.3	46.7	8.0	5.3
Service	337	278	54.8	45.2	17.5	10.7	7.5	6.2	295	251	54.0	46.0	42	27	60.9	39.1	12.5	9.7
Primary Occupations	46	142	24.5	75.5	2.4	5.5	1.0	3.1	40	125	24.2	75.8	6	17	26.1	73.9	13.0	12.0
Processing	163	610	21.0	79.0	8.5	23.5	3.6	13.5	134	532	20.1	79.9	29	78	27.1	72.9	17.8	12.8
Construction	4	232	1.7	98.3	0.2	8.9	0.1	5.1	4	191	2.1	97.9	-	41	-	100.0	-	17.7
Transportation	12	141	7.8	92.2	0.6	5.4	0.3	3.1	10	125	7.4	92.6	2	16	11.1	88.9	16.7	11.4
Materials Handling	46	137	25.1	74.9	2.4	5.3	1.0	3.0	39	121	24.4	75.6	7	16	30.4	69.6	15.2	11.7
Unclassified	17	9	68.0	36.0	0.8	0.3	0.4	0.2	x	x	--	--	--	--	--	--	--	--
Total	1923	2596	42.5	57.4	100.0	100.0	42.6	57.4	1735	2343	42.5	57.5	188	253	42.6	57.4	9.8	9.8
Industrial Sector																		
Agriculture	48	95	33.6	66.4	2.5	3.7	1.1	2.1	42	88	32.3	67.7	6	7	46.2	53.8	12.5	7.3
Other Primary Industries	5	50	9.1	90.9	0.3	1.9	0.1	1.1	4	40	9.1	90.9	1	10	9.1	90.9	20.0	20.0
Manufacturing	316	769	29.1	70.9	16.4	29.6	7.0	17.0	271	685	28.3	71.7	45	84	34.9	65.1	14.2	10.9
Construction	23	231	9.1	90.9	1.2	8.9	0.5	5.1	21	186	10.1	89.9	2	45	4.3	95.7	8.7	19.5
Transp., Comm., & Other Utilities	79	233	25.3	74.7	4.1	9.0	1.7	5.2	74	218	25.3	74.2	5	15	25.0	75.0	6.3	6.4
Trade	334	417	44.5	55.4	17.4	16.1	7.4	9.2	307	384	44.4	55.6	27	33	45.0	55.0	8.1	7.9
Finance/Insurance/ Real Estate	161	104	60.8	39.2	8.4	4.0	3.6	2.3	154	100	60.6	39.4	7	4	63.6	36.4	4.4	3.9
Service	827	512	61.8	38.2	43.0	19.7	18.3	11.3	755	475	61.4	38.6	72	37	66.0	34.0	8.7	7.2
Public Administration	114	175	39.4	60.6	5.9	6.7	2.5	3.9	106	168	38.7	61.3	8	7	53.3	46.7	7.0	4.0
Unclassified	17	9	65.4	39.6	0.9	0.3	0.4	0.2	x	x	--	--	--	--	--	--	--	--
Total	1923	2596	42.6	57.4	100.0	100.0	42.6	57.4	1735	2343	42.5	57.5	188	253	42.6	57.4	9.8	9.8

Code: * Less than 4000
-- Not Calculable
x Not Available

Source: Statistics Canada, The Labour Force, Annual Averages: 1982

TABLE 7

Participation Rates Of Women In The Labour Force Ontario 1966-1982

Year	Participation Rate
1966	38.2%
1970	41.4
1976	48.9
1980	54.3
1981	55.6
1982	55.9

Source: Statistics Canada; The Labour Force, 1982.
Statistics Canada; The Labour Force, 1981.
Statistics Canada; Labour Force Annual Averages; 1975-1978. 1966-1974 Estimates are based on the Revised Labour Force Survey and were derived by the Research Branch, Ontario Ministry of Labour.

TABLE 8

Participation Rate by Sex and Age
Ontario 1966-1982

Age	1966	1970	1974	1978	1980	1981	1982
	%	%	%	%	%	%	%
Women							
15-19	40.8	40.5	50.9	52.7	57.2	58.4	57.1
20-24	56.3	59.7	66.6	72.4	76.5	76.0	76.4
25-44	43.4	48.2	56.0	63.6	67.5	70.1	71.6
45-64	*27.7	*30.0	*31.0	47.7	50.1	50.5	50.9
65+				4.5	4.3	5.4	4.9
Total	38.2	41.4	46.8	51.5	54.3	55.6	55.9
Men							
15-19	48.5	48.0	56.8	58.3	61.0	61.7	58.0
20-24	88.0	83.3	85.1	86.2	86.1	87.4	86.1
25-44	97.9	97.1	96.9	97.1	96.8	97.2	96.3
45-64	*76.3	*74.1	*71.2	88.5	87.4	87.9	87.2
65+				17.0	16.0	16.0	15.6
Total	82.2	80.4	80.7	80.1	79.9	80.5	79.4

Source: Statistics Canada; The Labour Force, 1982.
Statistics Canada; The Labour Force, 1981.
Statistics Canada; The Labour Force, 1980.
Statistics Canada; Labour Force Annual Averages, 1975-1978.
1966-1974 estimates are based on the Revised Labour Force Survey and were derived by the Research Branch, Ontario Ministry of Labour.

*Figure represents a composite of 45-64 and 65+ categories.

TABLE 9

Participation Rate Of Women By Marital Status Ontario 1970-1982

	Married	Single	Other*
1970	36.3%	52.1%	30.3%
1980	53.5	66.8	39.1
1982	55.9	68.2	38.0

Source : Ontario Ministry of Labour, Women's Bureau; Fact Sheet #2, (Reprint) 1982.
Statistics Canada, Labour Force Survey Division, unpublished data, 1982.

TABLE 10

Women In The Labour Force By Presence Of Children And Participation Rates By Age Of Youngest Child Ontario 1975-1982

Age of Youngest Child	Number of Women			Participation Rate		
	1975	1981	1982	1975	1981	1982
Under 3	116,000	158,000	165,000	36.6%	49.5%	51.6%
3 - 5	104,000	116,000	120,000	46.2	58.3	59.8
6 - 15	318,000	389,000	385,000	55.0	67.1	67.5
TOTAL	538,000	663,000	670,000	48.0%	60.4%	56.5

Source : Ontario Ministry of Labour, Women's Bureau, Fact Sheet #4, 1982.
Statistics Canada, Labour Force Survey Division, unpublished data, 1982.

*Widowed, divorced.

TABLE 11

Participation Rates Of Women By Marital Status And Presence Of Children Ontario 1975-1982

Age of Youngest Child	Participation Rate					
	Married			Other*		
	1975	1980	1982	1975	1980	1982
Under 3	36.3%	48.0%	51.6%	41.2%	60.3%	50.3
3 - 5	45.7	54.6	59.2	52.9	70.8	65.3
6 - 15	54.1	62.9	66.5	62.7	73.9	74.6
TOTAL	47.2%	57.0%	56.0	57.0%	69.4%	61.0%

Source : Ontario Ministry of Labour, Women's Bureau, Fact Sheet #4, 1982.
Statistics Canada, Labour Force Survey Division, unpublished data, 1982.

*Single, divorced, widowed.

TABLE 12

Distribution Of Female Employment By Occupation Ontario 1976-1982

Occupational Category	% Of Total Female Employment			Females % Of Total Employment		
	1976	1981	1982	1976	1981	1982
Managerial, Professional	22.7%	23.6%	25.6%	38.6%	41.3%	43.1%
Clerical	37.2	34.4	33.6	76.2	78.0	78.5
Sales	10.8	10.1	10.6	37.5	41.7	42.3
Service	15.2	17.9	17.0	50.0	56.2	54.0
Primary Occupations	2.1	2.3	2.3	19.1	21.9	21.6
Processing	9.1	8.6	7.7	20.3	20.8	20.1
Construction	-	-	0.2	-	-	2.0
Transportation	0.4	0.6	0.6	4.4	7.7	7.4
Material Handling and Other Crafts	2.3	2.3	2.2	22.0	23.4	24.3

Source : Statistics Canada; The Labour Force; 1982.
Statistics Canada; The Labour Force; 1981.
Statistics Canada; Labour Force Annual Averages, 1975-1978.

TABLE 13

Breakdown of Occupations in Managerial/Professional and Processing Categories By Sex

Ontario, 1982

OCCUPATION	MALE			FEMALE			BOTH SEXES		
	# Employed	% of Total M Labour Force in Category	% in Group	# Employed	% of Total F Labour Force in Category	% in Group	# Employed	% of Total Labour Force in Category	% in Group
Managerial/Professional:									
Managerial, Administrative	255	43.6	68.5	117	26.4	31.5	372	36.1	100.0
Natural Sciences	142	24.3	84.0	27	6.1	16.0	169	16.4	100.0
Social Sciences	39	6.6	52.7	35	7.9	47.3	74	7.2	100.0
Religion	8	1.4	88.9	-	-	-	9	.9	100.0
Teaching	62	10.6	40.3	92	20.8	59.7	154	15.0	100.0
Medicine and Health	38	6.5	20.9	144	32.5	79.1	182	17.6	100.0
Artistic & Recreational	42	7.0	60.0	28	6.3	40.0	70	6.8	100.0
TOTAL	585	100.0	56.8	445	100.0	43.2	1,030	100.0	100.0
Processing:									
Processing	110	20.7	78.6	30	22.5	21.4	140	21.1	100.0
Machining	105	19.7	92.1	9	6.8	7.9	114	17.1	100.0
Product Fabricating, Assembling & Repairing	317	59.6	77.1	94	70.7	22.9	411	61.8	100.0
TOTAL	532	100.0	80.0	133	100.0	20.0	665	100.0	100.0

Source: Statistics Canada; The Labour Force Division, unpublished data, 1982

TABLE 14

Distribution Of Female Employment By Industry Ontario 1976-1982

Industry	% Of Total Female Employment			% of Total Employment Which is Female		
	1976	1981	1982	1976	1981	1982
Agriculture	2.1%	2.5%	2.4%	26.5%	30.9%	32.3%
Other Primary* Industries	-	0.3	0.2	-	10.0	9.0
Manufacturing	17.4	16.5	15.6	26.8	27.6	28.3
Construction	1.2	1.1	11.3	7.4	8.8	10.1
Trade	18.6	17.9	17.7	42.8	46.0	44.4
Transportation, Communication and other Utilities	3.9	4.2	4.2	20.3	24.3	25.3
Finance, Insurance Real Estate Service	9.0	8.8	8.9	58.5	61.2	60.6
Service	41.1	42.9	43.5	59.4	61.2	61.3
Public Administration	6.4	5.8	6.1	34.1	37.0	38.6

Source : Statistics Canada, The Labour Force; 1982.
Statistics Canada, The Labour Force; 1981.
Statistics Canada, Labour Force Annual Averages; 1975-1978.

* Other primary industries include forestry, fishing, trapping, mining, quarrying and oil drilling.

TABLE 15

Labour Force By Sex And Level Of Schooling
Ontario 1982

Level of Schooling	# of Women 000's	% Women In Category	# of Men 000's	% Men In Category
Less than Grade 9	199	10.3%	401	15.5%
High School	1,071	55.7	1,318	50.8
Some Post Secondary	189	9.9	248	9.5
Post Secondary Diploma Certificate	262	13.6	272	10.5
University Degree	203	10.5	357	13.7
* Total	1,923	100.0	2,596	100.0

Source: Statistics Canada, Labour Force Survey Division; unpublished data, 1982.

*Total presented and total of figures may differ due to rounding off in each of the categories.

TABLE 16

Female Participation Rates By Level of Education
Ontario 1982

Level of Schooling	Female Participation Rates
Less than Grade 9	29.8%
High School	58.3
Some Post-Secondary	66.4
Post Secondary Diploma/ Certificate	68.8
University Degree	75.0

Source : Statistics Canada, Labour Force Survey Division; unpublished data, 1982.

TABLE 17

Women as a Percent of Full-Time Undergraduate and Graduate Students in Selected Non-Traditional Professions
Ontario, 1975/76 - 1980/81

Profession	1975-76	1980-81
Architecture	15.2%	22.9%
Commerce & Business Administration	26.0	36.1
Engineering	4.2	8.0
Law	24.6	36.1
Dentistry	9.9	16.6
Medicine	26.4	32.8
Veterinary Medicine	31.5	46.4

Source : Ontario Ministry of Labour, Women's Bureau, Fact Sheet #5, 1983.

TABLE 18

Full-time Enrolment In CAATs By Sex And Division Ontario 1981 - 82

Division	% of All Males	Males as % of Total Enrolment	% of All Females	Females as % of Total Enrolment
Technology	49.2%	88.5%	31.0	11.5%
Arts	17.4	33.5	43.2	66.5
Business	30.6	38.7	20.1	61.3
Health	2.8	11.1	5.7	88.9

Source: Ontario Ministry of Labour, Women's Bureau; Fact Sheet #5, 1983.

Table 19

Full and Part-Time Employment by Sex, Age and Marital Status

Canada, Ontario - 1982

	Both Sexes			Male		Female	
	Total	Full-Time	Part-Time	Full-Time	Part-Time	Full-Time	Part-Time
Canada	10574	9052	1522	5789	431	3263	1091
15-24 Years	2410	1746	664	951	301	795	363
25-44 Years	5236	4733	503	3037	54	1696	450
45-54 Years	1676	1502	174	1023	16	479	158
55-64 Years	1066	946	120	681	25	265	96
65+	186	126	60	97	35	29	24
Married	7107	6312	794	4331	107	1981	688
Single	2767	2117	650	1214	314	902	336
Other	701	623	78	243	10	380	67
Ontario	4078	3455	622	2164	178	1291	444
15-24 Years	923	634	289	343	131	292	158
25-44 Years	1968	1782	186	1108	17	674	169
45-54 Years	669	598	70	400	6	199	65
55-64 Years	443	392	51	277	9	115	42
65+	76	49	27	37	16	12	11
Married	2720	2416	304	1616	39	800	264
Single	1066	783	284	447	135	336	149
Other	291	256	35	101	4	155	31

Note: Full-time employment consists of persons who usually work 30 hours or more per week, plus those who usually work less than 30 hours but consider themselves to be employed full-time. Part-time employment consists of all other persons who usually work less than 30 hours per week.

Source: Statistics Canada, The Labour Force, 1982.

TABLE 20

Full and Part-time Employment by Sex, Industry and Occupation

Canada, 1982

	Both Sexes			Male		Female	
	Total	Full-Time	Part-Time	Full-Time	Part-Time	Full-Time	Part-Time
All Industries	10574	9052	1522	5789	431	3263	1091
Agriculture	465	383	82	302	34	81	48
Goods-Producing Industries	2778	2660	118	2115	55	545	63
Forestry, Fishing and Trapping	94	90	4	85	...	6	...
Mines, Quarries and Oil Wells	167	165	...	144	...	21	...
Manufacturing Industries	1926	1855	71	1376	28	479	43
Construction	590	549	40	510	23	39	17
Service-Producing Industries	7331	6009	1322	3372	343	2638	979
Transportation, Comm. & Other Utilities	875	827	49	657	21	170	27
Trade	1839	1407	432	921	131	486	302
Finance, Insurance and Real Estate	601	544	57	225	12	320	44
Community, Business and Personal Serv.	3255	2513	742	1105	164	1407	578
Public Administration	761	719	42	464	15	255	27
All Occupations	10574	4052	1522	5789	431	3263	1091
Managerial, Professional, etc.	2608	2339	270	1427	50	912	215
Clerical	1877	1529	348	365	32	1164	316
Sales	1114	872	242	598	74	274	168
Service	1462	1038	424	545	123	493	301
Primary Occupations	622	536	86	456	44	80	42
Processing	1509	1459	49	1203	25	256	21
Construction	587	563	24	557	21	6	...
Transportation	399	371	27	356	15	15	8
Materials Handling and other Crafts	395	344	52	281	38	63	14

Note: Full-time employment consists of persons who usually work 30 hours or more per week, plus those who usually work less than 30 hours but consider themselves to be employed full-time: Part-time employment consists of all other persons who usually work less than 30 hours per week.

Source: Statistics Canada, The Labour Force, 1982.

TABLE 21

Unemployment Rate* By Sex
Ontario 1966-1982

	Female	Male
1966	3.1%	2.3%
1970	4.9	4.2
1974	5.7	3.7
1978	8.8	6.2
1981	7.3	6.0
1982	9.8	9.8

Source: Statistics Canada, The Labour Force, 1982
Statistics Canada, The Labour Force, 1981.
Statistics Canada, The Labour Force Annual Averages, 1975-1978
1966-74 estimates are based on the Revised Labour Force Survey and were derive
by the Research Branch, Ontario Ministry of Labour.

*Unemployment rates presented here do not include consideration of those people who had stopped looking for work because they believed no work was available. Inclusion of these people increases the unemployment rates for both sexes and widens the gap between them slightly, with the female unemployment rate continuing to be greater than the male rate.

TABLE 22

Unemployment Rate By Sex and Age
Ontario 1966-1982

	Female						Male					
Age	1966	1970	1974	1978	1981	1982	1966	1970	1974	1978	1981	1982
15-19	7.6%	11.0%	9.1%	16.0%	14.8%	17.0%	7.6%	12.7%	10.4%	17.5%	16.0%	22.2%
20-24	2.2	5.2	6.8	10.2	8.4	13.0	3.4	6.2	6.1	10.2	11.4	17.6
25-44	2.8	4.3	5.1	8.3	6.6	8.7	1.6	3.1	2.5	4.2	4.1	7.6
45-64	*1.9	*2.8	*4.1	5.4	4.5	6.7	*1.8	*2.8	*2.4	3.9	3.4	6.2
65+				**-	**-	-				**-	**-	-
Total	3.1%	4.9%	5.7%	8.8%	7.3%	9.8	2.3%	4.2%	3.7%	6.2%	6.0%	9.8

* 45-64 and 65+ groups combined.
** Less than 4,000.

Source : Statistics Canada, The Labour Force, 1982.
Statistics Canada, The Labour Force, 1981.
Statistics Canada, The Labour Force Annual Averages; 1975-1978.
1966-1974 estimates are from the Revised Labour Force and were derived by the Research Branch, Ontario Ministry of Labour.

TABLE 23

Unemployment Rates By Sex and Marital Status Ontario 1982

	Unemployed 000's		Unemployment Rate %	
	F	M	F	M
Married	103	117	8.8	6.6
Single	63	124	11.6	17.5
Other	21	13	10.2	10.9
Total	188	253	9.8	9.8

Source: Statistics Canada, Labour Force Survey Division, unpublished data; 1982.

TABLE 24

Unemployment Rate By Sex And Occupation
Ontario 1982

Occupational Category	Women	Men
Managerial and Professional	4.7%	3.6%
Clerical	7.6	7.6
Sales	8.0	5.3
Service	12.5	9.7
Primary Occupations	13.0	12.0
Processing	17.8	12.8
Construction	-	17.7
Transportation	16.7	11.4
Materials Handling	15.2	11.7

Source: Statistics Canada, Labour Force Survey Division, unpublished data; 1982.

TABLE 25

Unemployment Rate By Sex and Industry
Ontario 1982

Industry	Women	Men
Agriculture	12.5	7.4%
Other Primary Industries	20.0	20.0
Manufacturing	14.2	10.9
Construction	8.7	19.5
Trade	6.3	6.4
Transportation, Communication and Other Utilities	8.1	7.9
Finance, Insurance, Real Estate Services	4.4	3.9
Service	8.7	7.2
Public Administration	7.0	4.0
Total	9.8	9.8

Source: Statistics Canada, Labour Force Survey Division, unpublished data, 1982.

TABLE 26

Unemployment Rate By Sex And Educational Level
Ontario 1982

	Women	Men
Grade 8	12.3	11.2
High School	11.0	11.9
Some post-secondary	8.7	9.0
Post-secondary Diploma or Certificate	6.3	5.9
University	5.9	3.7

Source: Statistics Canada, Labour Force Survey Division, unpublished data, 1982.

TABLE 27

Average Earnings* For Full-time And Part-time Workers By Sex
Ontario, 1977-1981

FULL-TIME WORKERS

	Male	Female	Female as % of Male
1977	$16,519	$10,064	60.9%
1979	$18,813	$11,952	63.5%
1981	$23,305	$14,682	63.0%

PART-TIME WORKERS,** ONTARIO, 1977 and 1979

	Male	Female	Female as % of Male
1977	$5,825	$3,451	59.2%
1979	$6,877	$4,028	58.6%
1981	$7,599	$5,120	67.4%

Source: Statistics Canada, Consumer Income and Expenditures Division; unpublished data; 1977, 1979, 1981.

Statistics Canada; Catalogue 13-577, Earnings of Men and Women: Selected Years; 1967-1979.

*Earnings figures include a small number of individuals who declared earnings but were not working during the survey period.

**In this instance, individuals working full-time less than 50 weeks a year are also considered part-time workers.

TABLE 28

Ratio of Female To Male Earnings, Full-Year* Employees By Occupation Canada 1972, 1979

Occupation	1972	1979
All Occupations	54.6%	58.1%
Managerial	51.6	58.9
Professional	58.2	61.8
Clerical	63.9	65.7
Sales	39.4	47.5
Service	39.0	49.9
Processing & Machining	71.0	57.7
Product Fabricating	52.2	55.8
Transport & Communication	53.6	56.7

Source: Canada Employment and Immigration; A Survey of Women's Employment in Ontario; 1981.
Ontario Ministry of Labour, Women's Bureau; Women in the Labour Force Earnings Update; 1981.

* Full-year workers are those who work 50-52 weeks a year. No distinction is made between full-time and part-time workers.

TABLE 29

Occupational Distribution By Sex

Ontario Public Service, 1982

	Men	Women	Women as a % of Total Module/ Category				
	#	#	1982	1981	1980	1979	1978
Administrative Module	3,572	1,340	27.3	24.3	23.0	19.3	17.9
Clerical Module	114	409	78.2	78.3	70.8	69.7	68.5
Executive Compensation Plan[1]	550	43	7.3	6.3	5.6	4.3	4.1
Operational Module	1,842	317	14.7	14.6	13.5	14.5	14.4
Professional Module	2,823	669	19.2	18.6	17.4	17.2	17.0
Technical Module	1,133	30	2.6	2.6	2.1	1.0	0.8
Administrative Services	4,146	1,410	25.4	23.9	24.3	23.1	21.1
Correctional Services	2,611	461	15.0	14.5	13.9	46.4	45.8
Institutional Care Serv.	2,055	3,860	65.3	64.8	64.0		
Clerical Services	1,970	8,050	80.3	79.5	79.9	78.4	77.7
General Occupational Services	2,488	1,820	42.2	41.1	40.5	39.8	39.1
Maintenance Services	6,120	242	3.8	3.7	3.1	2.9	2.6
Office Services	307	6,596	95.6	95.6	95.7	95.4	95.6
Scientific & Professional Services	1,781	2,456	58.0	57.5	63.1	62.0	61.8
Technical Services	4,726	757	13.8	13.4	14.1	14.5	14.4
Miscellaneous:							
Law Enforcement Serv.	4,048	96	2.3	2.1	1.9	1.9	1.7
Unknown	5	7	58.3	71.4	41.7	*	*
TOTAL	40,291	28,563	41.5	41.2	41.1[2]	39.9	39.2

1 Female % representation for 1978, 1979 and 1980 is based on percentage of employees a shown on Table 8B (Distribution of Employees in Executive Compensation Plan by Sex) a numbers of executives for those years were not available in IPPEBs.

2 This year only, Table 4 Service-Wide female representation excluded Senior Executive Category, while Tables 1 and 2 service-wide female representation included these employees.

* Information not available.

Source : Ontario Ministry of Labour, Women Crown Employees Office: Report 1981-1982 The Status of Women Crown Employees, 1983 (draft).

TABLE 30

Service-Wide Salary Distribution By Sex

Ontario Public Service, 1982

SALARY RANGE	Men #	Men %	Women #	Women %	Women as a % of Total Employees in Range 1982	1981	1980	1979	1978	1977
Under - $ 9,000	6	0.0	47	0.2	88.7	88.5	56.5	78.6	83.4	85.9
$ 9,000 - $10,999	71	0.2	206	0.7	74.4	80.2	85.4	86.4	86.7	77.1
$11,000 - $12,999	239	0.6	890	3.1	78.8	87.3	73.4	61.7	54.9	49.2
$13,000 - $14,999	906	2.2	6,227	21.8	87.3	73.5	49.1	33.3	21.9	25.7
$15,000 - $16,999	5,800	14.4	10,385	36.4	64.2	50.5	22.7	22.1	22.5	24.2
$17,000 - $18,999	3,946	9.8	2,988	10.5	43.1	26.8	27.3	28.9	18.6	12.5
$19,000 - $20,999	6,796	16.9	2,491	8.7	26.8	22.1	30.8	13.7	18.4	14.0
$21,000 - $22,999	3,079	7.6	1,264	4.4	29.1	24.5	15.3	16.2	16.3	12.3
$23,000 - $24,999	3,803	9.4	1,421	5.0	27.2	15.9	16.5	12.7	11.9	8.0
$25,000 - $26,999	2,472	6.1	840	2.9	25.4	16.7	15.7	13.3	8.8	11.1
$27,000 - $28,999	1,407	3.5	483	1.7	25.6	15.8	13.7	9.2	10.0	7.8
$29,000 - $31,999	4,803	11.9	453	1.6	8.6	13.1	10.7	8.4	7.3	6.0
Sub-Total	33,328	82.6	27,695	97.1	45.4	43.5	42.4	41.0	40.1	39.4
$32,000 - $34,999	2,210	5.5	312	1.1	12.4	11.3	*	*	*	*
$35,000 - $37,999	1,541	3.8	189	0.7	10.9	9.9	*	*	*	*
$38,000 - $40,999	1,017	2.5	119	0.4	10.5	8.9	*	*	*	*
$41,000 - $43,999	687	1.7	83	0.3	10.8	10.6	*	*	*	*
$44,000 - $46,999	544	1.4	40	0.1	6.8	13.1	*	*	*	*
$47,000 - $49,999	188	0.5	26	0.1	12.1	8.9	*	*	*	*
$50,000 - $52,999	229	0.6	18	0.1	7.3	9.7	*	*	*	*
$53,000 - $55,999	198	0.5	27	0.1	12.0	6.0	*	*	*	*
$56,000 - $58,999	74	0.2	14	0.0	15.9	2.3	*	*	*	*
$59,000 and over	275	0.7	40	0.1	12.7	9.3	*	*	*	*
Sub-total	6,963	17.3	868	3.0	11.1	10.3	*	*	*	*
SERVICE-WIDE TOTAL	40,291	100.0	28,563	100.0	41.5	41.2	40.8	39.9	39.2	38.8

*Prior to 1980/81, information was not collected according to these ranges.

Source : Ontario Ministry of Labour, Women Crown Employees Office; Report 1981-82: The Status of Women Crown Employees; 1983.

TABLE 31

Growth Rates Of The Labour Force By Sex And Age:
Ontario, 1970 - 1975, 1976 - 1981, 1981 - 1982, 1983-1987

	Historical			Projected		
	1970 - 1975	1976 - 1981	1981-1982	1983 - 1987		
				Projection I	Projection II	Projection III
Women						
15-19 Yrs	7.8%	2.4%	-5.7%	-2.7%	-2.2%	-1.4%
20-24 Yrs	5.2	3.4	1.6	0.1	0.4	0.6
25-34 Yrs	10.7	6.5	3.1	3.0	3.8	4.0
35-44 Yrs	4.3	5.3	6.1	5.0	5.6	6.0
45-54 Yrs	3.4	3.0	1.1	1.4	1.9	2.4
55-64 Yrs	1.9	4.2	4.4	1.4	1.5	2.0
65+ Yrs	1.9	4.5	-4.0	-0.5	5.3	6.6
Total	5.8	4.1	2.1	2.0	2.6	3.0
Both Sexes						
15-19 Yrs	7.1%	2.1%	-7.5%	-3.7%	-2.2%	-1.1%
20-24 Yrs	4.2	3.2	0.6	-0.1	0.4	0.8
25-34 Yrs	6.9	3.6	1.3	2.0	2.5	2.7
35-44 Yrs	1.8	3.1	4.7	3.9	4.4	4.6
45-54 Yrs	2.6	1.2	0.0	0.6	1.0	1.2
55-64 Yrs	1.1	2.6	2.8	0.7	1.3	2.4
65+ Yrs	1.6	0.6	-2.5	-1.5	2.1	8.1
Total	3.8	2.7	0.8	1.2	1.8	2.3
Men						
15-19 Yrs	6.6%	3.1%	-9.2%	-4.6%	-2.2%	-0.7%
20-24 Yrs	3.4	3.2	0.0	-0.3	0.4	0.9
25-34 Yrs	5.2	2.3	0.0	1.2	1.6	1.7
35-44 Yrs	0.7	1.7	3.7	3.1	3.4	3.5
45-54 Yrs	2.0	0.2	-0.5	0.1	0.4	0.4
55-64 Yrs	0.9	1.9	2.0	0.5	1.2	2.7
65+ Yrs	-2.7	-0.8	0.0	-2.2	0.2	8.3
Total	2.8	1.8	-0.1	0.6	1.2	1.8

Source : Ontario Manpower Projection System.

TABLE 32

Historical and Projected Labour Force Participation Rates By Sex and Age
Ontario 1975 - 1987

Age	1975	1981	Percentage Point Difference 1975-1981	1987	Percentage Point Difference 1981-87
Women					
15-19	51.7%	57.2%	5.5%	59.5%	2.3%
20-24	68.9	76.5	7.6	80.6	4.1
25-34	58.9	67.9	9.0	81.1	13.2
35-44	58.5	66.9	8.4	79.0	12.1
45-54	50.7	60.6	9.9	66.0	5.4
55-64	36.1	38.1	2.0	39.8	1.7
65+	5.3	4.3	1.0	5.5	1.2
Total	48.6%	54.3%	5.7%	59.9%	5.6%
Men					
15-19	57.0%	61.0%	4.0%	60.4%	-0.6%
20-24	84.2	86.1	1.9	87.0	0.9
25-34	96.0	96.5	0.5	96.6	0.1
35-44	97.4	97.3	-0.1	97.6	0.3
45-54	94.1	93.9	-0.2	94.9	1.0
55-64	83.0	79.2	-3.8	77.6	-1.6
65+	20.3	16.0	-4.0	14.0	-2.0
Total	80.3%	79.9%	-0.4%	80.1%	0.2%

Source : Ontario Manpower Projection System.

TABLE 33

Distribution Of The Labour Force By Sex And Age Ontario 1975 - 1987

	1975	1983	Percentage Point Difference 1975-1983	1987	Percentage Point Difference 1983-87
Women					
15-19	5.2%	4.5%	-0.7%	3.9%	-0.6%
20-24	6.6	7.0	0.4	6.5	-0.5
25-34	9.7	12.0	2.3	12.7	0.7
35-44	7.2	9.3	2.1	10.6	1.3
45-54	6.2	6.1	-0.1	6.3	0.2
55-64	3.3	3.7	0.4	3.6	-0.7
65+	0.5	0.4	-0.1	0.5	0.1
Total	38.7%	43.1	4.4	44.2	1.1
Men					
15-19	5.9%	4.4	-1.5	3.7	-0.7
20-24	7.8	8.0	0.2	13.6	5.6
25-34	15.7	15.1	-0.6	15.2	0.1
35-44	12.2	12.2	0.0	12.9	0.7
45-54	11.2	9.5	-1.7	9.1	-0.4
55-64	7.1	6.7	-0.4	6.5	-0.2
65+	1.5	1.0	-0.5	1.0	0.0
Total	61.3%	56.9%	-4.4%	55.8%	-1.1%
Both Sexes					
15-19	11.1%	8.9%	-2.2%	7.6%	-1.3%
20-24	14.4	15.0	0.6	13.9	-1.1
25-34	25.4	27.1	1.7	27.9	0.8
35-44	19.4	21.5	2.1	23.5	2.0
45-54	17.4	15.6	-1.8	15.4	-0.2
55-64	10.3	10.4	0.1	10.2	0.2
65+	2.0	1.4	-0.6	1.5	0.1
Total	100.0%	100.0%		100.0%	

Source : Ontario Manpower Projection System.

TABLE 34

Historical and Projected Annual Rate of Change in Employment by Industry: Ontario, 1983-1987

Industry	Average Annual Rate of Growth (%)					
	Historical			Projected 1983-87		
	1971-80	1981	1982	Low-Growth	Medium-Growth	High-Growth
Primary Goods-Producing Industries						
Agriculture/Fishing	1.5	0.0	-9.7	-0.1	0.3	0.6
Forestry	0.7	0.0	11.1	4.1	4.9	5.4
Mining	0.7	-4.0	-31.3	3.7	4.6	5.1
Secondary Goods-Producing Industries						
Manufacturing	2.3	3.1	-8.4	1.4	2.1	2.6
Construction	1.9	-2.7	-4.6	-0.5	0.3	1.3
Utilities	3.9	1.9	-15.1	1.7	1.8	2.1
Service-Producing Industries						
Transportation/Communications	3.3	-2.4	0.0	0.8	1.1	1.3
Trade	3.8	1.8	1.9	1.6	1.9	2.4
Finance	5.0	-0.8	1.6	1.2	1.8	2.0
Services	4.5	7.5	0.6	2.4	2.7	2.9
Public Administration	3.1	3.0	0.4	1.3	1.4	1.4
Total	3.3	3.0'	-2.6	1.6	2.0	2.4

Source: Ontario Manpower Projection System.

TABLE 35

Percentage Distribution Of Total Job Openings By Industry Ontario 1983-87

Industry	% Distribution
Agriculture/Fishing	1.8%
Forestry	0.5
Mining	1.6
Manufacturing	24.3
Construction	2.4
Utilities	1.2
Transportation/Communication	4.3
Trade	15.8
Finance	5.2
Services	35.6
Public Administration	5.8
Unspecified Industries	1.5
Total	100.0%

Source : Ontario Manpower Commission Projection System.

TABLE 36

Projected Employment For Selected Professional And Technical Occupations In The Microelectronics And Related Manufacturing Sector — 1981-1985

Occupations	# of Firms Reporting	% Change 1981-85
Electrical and Electronic Engineers	37	132.0
Mechanical Engineers	12	61.1
Chemical Engineers	2	0
Chemists	1	33.3
Physicists	2	33.3
Electronic Engineering Technologists	33	161.1
Mechanical Engineering Technologists	9	120.0
Electronic Engineering Technicians	35	134.7
Mechanical Engineering Technicians	5	83.3
Electro-Mechanical Engineering Drafting Technicians	20	112.5
Total 10 Professional and Technical Occupations		130.0
Production Workers	44	75.0
Total		88.7

Source : Professional and Technical Manpower Requirements and Supplies in the Microelectronics Industry in Ontario: 1981 - 1985. Ontario Manpower Commission Toronto, Ontario.

TABLE 37

Occupational Mix By Sex Of The Information Systems Department Of A Large Oil Company

	Total Employment		Female Employment		Male Employment	
	No.	% of Total	No.	% of Total	No.	% of Total
Manager of data processing	1	0.9%	0	0.0%	1	0.9%
Manager of computer resources	1	0.9	0	0.0	1	0.9
Manager - Administration	1	0.9	0	0.0	1	0.9
Manager - Systems Analysis	1	0.9	0	0.0	1	0.9
- Senior Computer Analysts	13	11.9	1	0.9	12	11.0
- Junior Computer Analysts	7	6.4	2	1.8	4	3.7
Manager - Programming	1	0.9	0	0.0	1	0.9
- Senior Programmers	11	10.1	4	3.7	7	6.4
- Junior Programmers	19	17.4	8	7.3	12	11.0
Manager - Data Base Administration	1	0.9	0	0.0	1	0.9
- Data Base Analysts	6	5.5	1	0.9	5	4.6
Manager - Computer Operations	1	0.9	0	0.0	1	0.9
- Tape Librarians	6	5.5	6	5.5	0	0.0
- Data Control Clerks	4	3.7	1	0.9	3	2.8
- Computer Operators	13	11.9	5	4.6	8	7.3
- Scheduling Clerks	1	0.9	1	0.9	0	0.0
- Data Entry Operators	13	11.9	13	11.9	0	0.0
Systems Security Specialist	1	0.9	0	0.0	1	0.9
Hardware Planner	1	0.9	0	0.0	1	0.9
Secretaries	7	6.4	7	6.4	0	0.0
TOTAL	109	99.7	49	44.8	60	54.9
Totals						
- Managerial	7	7	6.4	0.0	11.7	0
- Professional	42	58	53.2	32.7	70.0	16
- Other	11	44	40.4	67.3	18.3	33
GRAND TOTAL	109	100.0%	49	100.0%	60	100.0%

Source: Peitchinis, S.; The Employment Implications of Computers and Telecommunications Technology; 1981.

TABLE 38

Growth Of Female Labour Force
And Female Clerical Employment
Canada 1961 - 1982

	Labour Force Growth	Growth in Clerical Employment
1961-65	19.4%	19.5%
1966-70	20.4	23.4
1971-75	23.8	33.4
1975-79	19.8	12.0
1980-82	5.9	1.2

Source: Menzies, H., Women and the Chip, 1981.
Statistics Canada, Labour Force Survey, Annual Averages, 1980-1982.

TABLE 39

Female Enrolment In Apprenticeship Programs, Ontario April 1981 - March 1982

Program	Female Enrolment	Total Enrolment	Female as % Total
Construction	13	3,463	0.4%
Motive Power	21	3,413	0.6
Service	466	894	52.1
Industrial	15	822	0.8
Total	515	9,592	5.4

Source:Ontario Ministry of Labour, Women's Bureau, Fact Sheet # 5, 1983.

TABLE 40

Level Of Involvement In Affirmative Action
Ontario Employers

	Survey #1 % Yes	Survey #2 % Yes
Formal affirmative action program with goals and timetables to measure progress	15.5%	6.9%
Some affirmative action activities	32.3	35.6
Total	47.8%	42.5%

Source: Ontario Ministry of Labour, Women's Bureau, Affirmative Action Consulting Service Questionnaire Surveys No. 1 and No. 2: A Comparative Study, 1981.

TABLE 41

Nature Of Involvement In Affirmative Action
Ontario Employers

I. Corporate Commitment To Affirmative Action

	Survey #1 % Yes	Survey #2 % Yes
Inclusion of affirmative action in top 10 corporate goals	25.0%	12.3%
Introduction of goals and timetables to measure program effectiveness	15.5	6.9
Designation of a person to co-ordinate activities	33.1	12.3
Accountability by all management and supervisory personnel for progress of affirmative action program	17.7	8.2
Communication of commitment to affirmative action throughout organization	30.9	38.6*
II. Determination of the Status of Women Employees		
Appointment of a committee/task force to study the status of women employees	36.8%	2.7%
Accumulated some type of internal data (i.e. job categories, length of service, salary levels, education, attrition patterns)	44.6	19.2
Collected data on women in external labour force	21.3	19.2
Conducted an employee survey	19.9	1.4
Prepared a report on the status of women	36.0	9.6

*The communication figure in Survey #2 is misleading in that respondents in this survey only had the option to answer Yes/No to the appropriate question without in fact having indicated evidence of specific affirmative action measures.

III.

Affirmative Action Strategies

	Survey #1 % Yes	Survey #2 % Yes
Career development programs emphasizing the advancement of women	16.9%	12.3%
Training programs designed primarily to allow women greater access to a wider range of jobs	16.9	26.0
Job advertising specifically inviting both men and women to apply	51.5	52.1
The active recruitment of women for jobs at all levels	54.5	57.5
*The elimination of possible sex bias in:		
pay classification systems	47.8	45.2
hiring and interviewing	62.5	48.0
promotion systems	59.7	45.2
job evaluation	47.0	46.6
printed matter	60.3	48.0
job posting	50.0	45.2
job enrichment	24.3	24.7
job bridging	10.3	12.3
management awareness sessions (discriminatory practices/attitudes)	38.2	28.8
assertiveness training for women	20.6	13.7

Source: Ontario Ministry of Labour, Women's Bureau; Affirmative Action Questionnaire Survey No. 1, 1980.
Ontario Ministry of Labour, Women's Bureau, Affirmative Action Questionnaire Survey No. 2, 1981.

*A court recently ruled that companies must change internal job classification schemes that have the unintended effect of keeping otherwise qualified employees from being considered for better jobs.

APPENDIX II

COURSE AND CAREER CHOICE

DIFFERENCES BETWEEN MALE AND FEMALE SECONDARY STUDENTS

Course Choices

In Canada, except in the case of biology, fewer females than males choose to study math and sciences at the high school level than males [1]. The Cassie study further specified sex differences in students' selection of optional subjects. Many more females than males selected business and secretarial options; more males selected technical options. Females, more often than males, also enrolled in Languages, Man in Society, and Psychology, whereas male students chose Geography, History, and Computer Science to a greater extent that females.[2]

A study was undertaken in 1981 by the Toronto Board of Education, Mathematics Department to investigate the extent to which sex-related differences exist in mathematics enrolments (and related courses) among students in Toronto schools. This study was prompted as a result of the increasing demand for skilled personnel in careers requiring a mathematics background, and documented evidence that females are not persisting in mathematics in the later years of secondary school.[3]

The data presented in the study was based on available statistics covering approximately 30,000 students in 27 Toronto Board secondary schools for the school year 1980-81.[4] It is significant to note that mathematics is compulsory in Grades 9 and 10, and optional thereafter. Discussed below are participation results obtained for:

- Grades 9 through 12 mathematics; and
- Grade 13 mathematics.

Grades 9 Through 12 Mathematics

In Grades 9 and 10 the percentage of female and male students enrolled in mathematics courses was equivalent to the percentage of females and males in the student population. It should be remembered that mathematics is a compulsory subject in these grades.

Interestingly, in Grade 11, mathematics enrolments between the sexes did not vary significantly. However, sex-related differences were found in mathematics participation in Grade 12.[5] The apparent correlation is that the higher the grade the smaller the proportion of females pursuing mathematics. (See: Table 1, following.)

Grade 13 Mathematics

While the sex-related differences in mathematics enrolment is small in Grades 9 - 12, the situation alters dramatically in Grade 13. Study results clearly indicate that significantly more males were enrolled in math courses in Grade 13. (See: Table 2, following.)

Only 35% of all students electing mathematics courses was accounted for by female students (as compared to 65% by male students). As indicated this difference is

statistically significant. This is even though the number of females and males in the total student population (45.2% females compared to 54.8% males) does not vary significantly.

Grade 13 Mathematics Course Selection

Table 3 depicts the number and percentage of students by sex who were enrolled in the different Grade 13 mathematics courses. The population for each course is comprised of all the students who were registered in Grade 13 in all the schools offering that particular course.

The number of males taking Algebra, Calculus, and Functions and Relations was significantly greater than the number of females. Only the course enrolment in Mathematics of Investment did not vary significantly between male and female students.

Figure 1 depicts the percentage of the male and female student populations enrolled in the different mathematics courses in Grade 13. The lowest female enrolment is in Algebra; only 16% of female students study Algebra compared to 36.6% of males. The Mathematics of Investment draws low enrolment from both female and male student populations - Only 19.5% of females and 20.5 % of males were enrolled in this course.

CAREER IMPLICATIONS

In the future Canadian context, the "math avoiding" student will be limited by this deficiency - confined to choosing from an abbreviated set of career and job opportunities.[6]

Figure 2 displays a sampling of careers requiring various levels of mathematics as an entry prerequisite to their training programs.[7] Table 4 shows a summary of the occupational areas and types of workers that will be in demand in the 1980's. This list is not exhaustive and represents only the careers and occupations which would seem to require at least 4 years of high school mathematics.

In this context, the development of awareness among students of the usefulness and importance of mathematics in a variety of careers is of prime importance.

Regarding science enrolments, a study conducted under the auspices of the Ottawa Board of Education found that, in a sample of grade 11 and 12, fewer girls than boys study physics and chemistry. Among grade 11 students, 24% of girls enrolled in physics while 60%of boys did so. One percent of each group studied advanced physics, and 4% of the boys and 2% of the girls studied enriched physics. (See: Table 5, following.)

In a sample of grade 12 students, it was found that 41% of the girls (vs. 61% of the boys) elected chemistry. Of students electing this subject, 3% of boys vs. 34% of the girls were studying advanced chemistry, and 10% of the boys as compared to 3% of the girls were studying enriched chemistry.

Interestingly, more girls than boys study biology. In Grade 11, a larger percentage of girls (39%) than boys (27%) studied advanced levels of general science, biology, and geology. However, the majority of students did not elect these courses.

Career Expectations

Various studies have documented the persistence of students' orientation to sex-stereotyped careers. In the Cassie study over 40 percent of the Grade 12 students questioned had not formulated career goals. Of those students in all grades who had, both males and females had selected traditional career options. More females than males expressed an interest in teaching, nursing, clerical work, and medical careers; more males than females were interested in the skilled and semi-skilled trades, the protective services, and the science field. This study also notes differences in salary expectations, with female students generally expecting to earn less than male students.[8]

Avis Glaze, in her study of 1167 female high school students in Ontario, noted that, in some cases, female students who expected to work in traditional areas, in fact, aspired to non-traditional careers. She cites the examples of a female student who aspired to be a lawyer but expected to become a legal secretary, and another who, while interested in becoming a doctor, expected to be a nurse[9].

Factors Influencing Student Choices

In the Cassie study, course selection differences were, at least in part, rooted in students' stereotyped images of male and female characteristics and abilities. Women were considered by the students to be more emotional and artistic that men; men were considered to have the ability for quick judgment to a greater extent than women. With respect to logical thinking, each group considered their own sex to possess that quality to a greater extent than the opposite sex. As well, according to Cassie, a reasonable percentage of students believed females to be better able to achieve in Languages, Psychology, Typing, Music, and Career Education; males were considered to perform better in Mathematics, Science, and technical subjects.[10]

Information about careers is an essential variable in the determination of viable options. In the Glaze study, lack of career information was considered an impediment to effective decision making for over half of the students.[11]

Information as well as counselling is sought by students from a variety of sources including parents, siblings, friends, teachers, and counsellors. Students generally perceive some traditional sex differences in the nature of the counselling that they receive. In Cassie's study, females felt they were encouraged by parents and friends to take either business, secretarial, or communications courses; male students perceived encouragement to take technical, mathematics, and science courses.[12] In a study of female first year engineering students, counsellors, teachers, and principals were perceived as being unsupportive of engineering careers for women.[13] In Cassie's study, however, a small number of female students who had chosen non-traditional career options perceived counsellor support for such choices.[14]

There is additional evidence of familial influence on career decisions. Cassie found that the students who researched both traditional and non-traditional options usually had parents or relatives actively involved in non-traditional areas.[15] Among girls from relatively advantaged families, Jackson and Williams found a shift in job orientation away from traditional occupations towards employment in the hard sciences. These students also sought greater authority in their jobs than those students from less advantaged families.[16] Dr. Ellis, in her study of female first year engineering students, found that they perceived paternal support in their decision to study engineering.[17]

Footnotes

1 Science Council of Canada; Who Turns the Wheel; 1981.

2 Cassie, J.R., Ragsdale, R.G., Burns, G.E., Robinson, M.; Sex-Role Stereotyping: Incidence and Implications for Guidance and Counselling of Students; 1980.

3 At the high school level, the pattern of lower female participation rates in mathematics courses was shown in several provinces. Data up to June 1980 that was available from five provincial Ministries of Education on mathematics enrolment was collected and compiled.* The data indicated that in Ontario, British Columbia, and New Brunswich, the proportion of females taking mathematics in the final high school year was lower than for the males. Scott also reported that in Ontario, females taking Grade 13 mathematics courses represented only 63% of the males in those courses. A study of a sample of Ottawa secondary schools showed that by Grade 12 almost twice as many males as females were taking mathematics at the Advanced level (67% vs 35%); and of the students who dropped mathematics by Grade 12, 26% were females and 4% were males.** Results fromthe British Columbia assessment of 1977 also indicate that of final year high school students, 42.5% of the students taking mathematics were females as compared to 57.5% males, and of the students who had not taken mathemathics beyond Grade 10, 64.2% were females.***

* Scott, Joan Pinner. "Science Subject Choice and Achievement of Levels in Canadian High Schools." International Journal of Women's Studies 4 (4): September/October, 1981, 348-361.

** Suderman, Marlies. "Sex Difference in High School Course Choice and Achievement: Cause for Concern?" Research Report 79-90. Paper presented at the Ontario Educational Research Council, Twenty-First Conference, November, 1979.

*** Cited by Erickson, Gaalen; Erickson, Lynda; Haggerty, Sharon. Gender and Mathematics/Science Education Elementary and Secondary Schools. A report Submitted to the British Columbia Ministry of Education, (April 1980).

4 This summary uses statistics obtained from the Draft Report; the final report (Mathematics: The Invisible Filter. A report on Math Avoidance, Math Anxiety, and Career Choices) will be released February-end, 1983. Findings from this study are consistent with those reported in the Science Council of Canada report 'Who Turns the Wheel' which presents an analysis of a survey conducted by the Ottawa Board of Education.

5 This means that the difference observed may be attributed to chance or samplying error 5 out of 100 times.

6 It is predicted that married women with children can expect to spend approximately 25 years in the workplace, while single women can expect to spend as many as 45 years at work. Female students, therefore, have as great a stake as males in making wise course selections since these may determine future career paths.

7 Educational Institutions sometimes differ in the entry prerequisite demanded for a particular program, therefore this chart must not be viewed as a final authority,

since whenever such a discrepancy occurred, the higher mathematics requirement was used in the listing.

These career projections are sensitive to labour market and economic conditions and therefore subject to change. At the present time, it is expected that in the final report this table will be modified as follows:

> Occupational categories 7and 8 will be omitted, and occupational category 5 will be modified.

8 Cassie et al.; Op. Cit.

9 Glaze, A.; Factors Which Influence Career Choices and Future Orientation of Females: Implications for Career Education; 1979.

10 Cassie et al.; Op. Cit.

11 Glaze, A.; Op. Cit.

12 Cassie et al.; Op. Cit.

13 Science Council of Canada; Op. Cit.

14 Cassie et al.; Op. Cit.

15 Ibid

16 Jackson and Williams; Influence Upon the Development of Vocational Interests; 1974.

17 Science Council of Canada; Op. Cit.

TABLE 1

MATHEMATICS PARTICIPATION OF MALE AND FEMALE

STUDENTS IN GRADES 9 THROUGH 12

		POPULATION		MATHEMATICS PARTICIPATION	
GRADE	SEX	NUMBER	PERCENTAGE OF TOTAL	NUMBER	PERCENTAGE OF TOTAL
9 & 10	Male	6,973	50.8	7,078	50.9
	Female	6,744	49.2	6,838	49.1
	Total	13,717		13,916	
11	Male	3,084	50.9	2,904	51.9
	Female	2,974	49.1	2,687	48.1
	Total	6,058		5,591	
12	Male	2,585	49.8	2,201	53.5 *
	Female	2,610	50.2	1,911	46.5
	Total	5,195		4,112	

* Difference is statistically significant at < 0.05

Source: Mathematics Department, Toronto Board of Education.
Mathematics: The Invisible Filter. Draft Report, May 1982.

TABLE 2

MATHEMATICS PARTICIPATION OF MALE AND FEMALE STUDENTS IN GRADE 13

	POPULATION		MATHEMATICS PARTICIPATION	
	NUMBER	PERCENTAGE OF TOTAL	NUMBER*	PERCENTAGE OF TOTAL
Male	1,974	54.8	3,505	65.2
Female	1,628	45.2	1,872	34.8**
Total	3,602		5,377	

*The mathematics participation number exceeds the total registration number because each student may take several mathematics courses.

**Difference is statistically significant at .05.

TABLE 3

MATHEMATICS COURSE ENROLMENT BY SEX

IN GRADE 13

		POPULATION		COURSE ENROLMENT	
COURSE	SEX	NUMBER	PERCENTAGE OF TOTAL	NUMBER	PERCENTAGE OF TOTAL
Algebra	Male	1,966	54.9	720	73.5
	Female	1,614	45.1	259	26.5
	Total	3,580		979	
Calculus	Male	1,974	54.8	1,220	65.2 *
	Female	1,628	45.2	651	34.8
	Total	3,602		1,871	
Functions and Relations	Male	1,966	54.9	1,302	62.7 *
	Female	1,614	45.1	773	37.3
	Total	3,580		2,075	
Math of Investment	Male	1,213	56.8	249	58.0
	Female	922	43.2	180	42.0
	Total	2,135		499	

*Difference is statistically significant at <0.05

Source: Mathematics Department, Toronto Board of Education. The Invisible Filter. Draft Report, May 1982.

TABLE 4

CAREER OPPORTUNITIES IN THE 1980's REQUIRING MATHEMATICS

1.	Engineering & Engineering Technology	- Almost every field, industrial, electronic, mechanical, civil electrical, etc.
2.	Microelectronics Industry Emerging Biotechnology Industry	- Systems analysts, data processors, programmers, engineers, assemblers, repairers of robots and electronic systems.
3.	Telephone & Telecommunications	- Skilled workers for cable systems and satellite services.
4.	Geology and Earth Sciences	- Workers knowledgeable in prospecting and developing oil, natural gas and other resources such as geologists, geophysicists.
5.	Metal Machinery	- Machinists, tool and die makers, mold makers, industrial machinery mechanics, instrument mechanics, and welder fitters.
6.	Business	- Management personnel, advanced office positions, executive and senior secretaries, tax analysts, accountants, specialized sales personnel.
7.	Aerospace and Aviation	- Designers, engineers, machinists, etc.
8.	Non-residential Construction	- Skilled workers, plumbers, carpenters, construction electronics, architectural technologists.
9.	Medical, Nursing and Health Services	- Post-secondary and graduate workers in geriatrics, psychological, chronic care, technicians.

Source: Mathematics Department, Toronto Board of Education. Mathematics: The Invisible Filter. Draft Report, May 1982.

TABLE 5

Enrolment and Pass Rate of Grade 13 Ontario Students in Selected Science and Mathematics Subjects by Sex, 1979

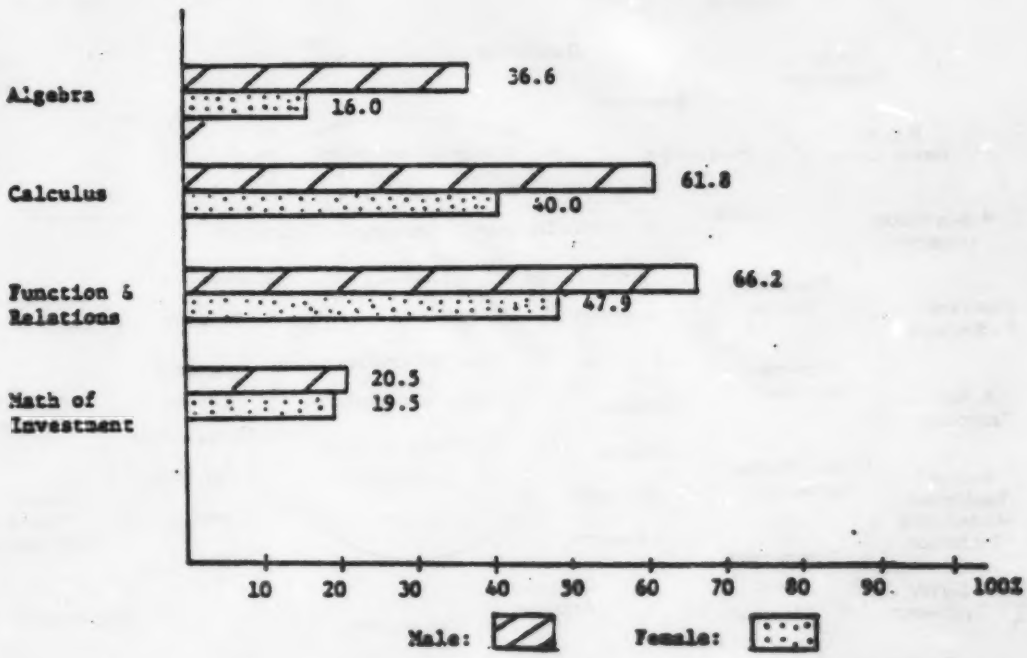
Subject		Enrolment		Passing	
		No.	%	No.	%
Physics	M	12 592	31.2	11 425	90.7
	F	4 557	11.3	4 314	94.7
	Both	17 149	21.3	15 739	91.8
Chemistry	M	13 216	32.8	12 236	92.6
	F	8 954	22.2	8 555	95.5
	Both	22 170	27.5	20 791	93.8
Biology	M	10 521	26.1	9 590	91.2
	F	13 814	34.2	13 057	94.5
	Both	24 335	30.2	22 647	93.1
Pure Mathematics	M	40 342	100.0	36 639	90.8
	F	25 623	63.5	24 337	95.0
	Both	65 965	81.8		
*Total in Grade 13	M	40 342			
	F	40 342			
	Both	80 684			

* In the absence of data on total enrolment, we have substituted the largest enrolment of one sex in one subject (males in pure mathematics).

Source: Science Council of Canada. Who Turns the Wheel: Proceedings of a Workshop on the Science Education of Women in Canada, January 1982.

FIGURE 1

PERCENTAGES OF ENTIRE POPULATION BY SEX ENROLLED IN THE DIFFERENT MATHEMATICS COURSES IN GRADE 13



Source: Mathematics Department, Toronto Board of Education. Mathematics: The Invisible Filter. Draft Report, May 1982.

FIGURE 2

Legend

a, b grade 13 math required
c grade 13 math recommended
d grade 12 math required
e grade 12 math recommended

CAREERS INVOLVING MATHEMATICS

Source: Mathematics: The Invisible Filter, Draft Report, 1982

APPENDIX III[1]

Female/Male Earnings Ratio For Various Productivity-Related Factors, Canada

Study	Year and Data	Gross Unadjusted Ratio[a]	Net Adjusted Ratio	Productivity Adjustment Factors
		ONTARIO		
1. Gunderson (1975)	Narrowly-defined occupations same establishment	.82	.93	Human capital via occupation, incentive pay system, union status, industry, region
2. Robb (1978)	1970 Census	.60	.76	Age, marital status, education, training, time worked, occupation, and industry
			.94	As above plus experience
3. Gunderson (1980)	1970 Census	.60	.76	Potential experience, marital status, education, training, language, time worked, occupation, industry, residence
		CASE STUDIES		
4. Schrank (1977)	University faculty 1973/74	.83	.95	Experience, seniority, rank, citizenship, faculty, administrative responsibilities, research output
5. Stelcner (1979)	University faculty 1976/77	.91	.94	Experience, seniority, department head, having Ph.D.
6. Walmsley, Ohtsu & Verma (1980)	Unnamed organization Saskatchewan, 1980	.80	.87	Skill, effort, responsibility, working conditions (as measured by job evaluation score)
		EARLIER CANADIAN STUDIES		
7. Ostry (1968)	1960 Census	.59	.81	Age, education, occupation
8. Robson & Lapointe (1971)	University faculty	.80	.90	Age, rank, field, degree, university size and region
9. Holmes (1976)	1967 Survey	.49	.56	Age, marital status, education, immigration status, time worked, occupation, residence and region
10. Gunderson (1979)	1971 Census	.60	.77	Potential experience, marital status, education, training, language, time worked, occupation, industry, residence, region
11. Shapiro & Stelcner (1980)	1971 Census			Age, marital status, education, training, language, time
	Canada public	.65	.83	worked, occupation, city size and region
	Canada private	.57	.72	
	Quebec public	.66	.87	
	Quebec private	.56	.74	
12. Stelcner & Shapiro (1980)	1971 Census			As in Shapiro and Stelcner (1980)
	All males and females	.68	.82	time worked, occupation, city size and region
	Single and over 30	.60	.82	
13. Kapsalis (1980)	1975 Survey of Consumer Finance	.61	.87	Age, residence, job duration, occupation, region

Source: Based on calculations from data given in the original articles.

Note: (a) For comparability purposes the ratio for full-time workers was used.

1. Gunderson, M., The Male-Female Earnings Gap: A Current Assessment; 1981.

APPENDIX IV

PENSION ISSUES

Labour force participation alone may not equalize pension provisions because of various inherent characteristics of the pension system.

The following discussion of the pension system in Canada reveals the source of the inadequacies in women's retirement provisions.1

Public Plans Sixty-one percent of the income of elderly Canadians comes from the following public plans:

Old Age Security (OAS)

OAS is a universal, non-contributory plan, for everyone age 65 and over, subject to a residency requirement. Payments are adjusted quarterly to reflect changes in the Consumer Price Index. In October, 1981, OAS paid $221.74 per month.

The Canada/Quebec Pension Plan (C/QPP)

The C/QPP is a compulsory contributory plan covering almost all employed Canadians. Contributions and benefits are related to earnings. Both employers and employees contribute. Benefits are adjusted annually to reflect changes in the Consumer Price Index and are paid at a rate of 25 percent of average adjusted contributory career earnings. For 1981, the maximum monthly payment was $274.31. The average monthly CPP payout in Ontario in June 1981 was $117.22 for women as compared to $170.92 for men.

Guaranteed Income Supplement (GIS)

This supplement is available to OAS recipients with little or no other income, based on the previous year's income. Benefits are reduced by $1.00 for every $2.00 of other income. In 1978, 54 percent of Canadians 65 and over were receiving GIS. Benefits are indexed to the Consumer Price Index. In September 1981, the maximum benefit for a single person or an individual whose spouse was not in receipt of OAS or SPA was $222.62. A married couple could each receive up to $171.64.

Spouse's Allowance (SPA)

SPA is available to spouses of OAS pensioners between 60 and 65 who fulfil the residence requirements of OAS. Most recipients are women. It is not available to single or divorced women, or widows whose husbands were not OAS pensioners. This benefit is indexed to the Consumer Price Index.

Guaranteed Annual Income System (Ontario - GAIN)

This provincial income supplement is available to residents who are 65 years of age or older and are in receipt of OAS and GIS. In August 1981, the maximum benefit for a single individual was $48.88 per month and $72.36 per month for a couple.

In 1981, in Ontario, a single person over 65 years of age, with no income other than that from public plans (no CPP entitlement), received a maximum of $5,918.88 a year or $493.24 a month.

Employer-Sponsored Plans

Only 14 percent of the retirement income of elderly Canadians comes from a variety of employer-sponsored pension plans. Approximately 34 percent of all female workers are covered by such plans. However, if public sector plans are excluded, this figure is only 22 percent. Most of these plans provide benefits directly or indirectly related to pre-retirement earnings.

Approximately 5 percent of Canadian workers are covered under employer-sponsored money purchase plans which use sex-based mortality tables to calculate monthly benefits. Contributions to such plans are equal for men and women but the benefit levels are not. Women receive smaller monthly payments on the assumption that they will live longer than men and, therefore, payments will be made for a longer period of time. The longevity assumption is based on group characteristics.

Depending on the pension plans to which they have access, working women's pension benefits may be less than men's because of the relationship between pre-retirement earnings and pension benefits and the utilization of sex-based mortality tables to calculate benefits.

Women who were homemakers are not eligible for CPP benefits and do not have access to occupational plans.

Women who worked part-time are generally excluded from coverage under occupational pension plans. Women who worked part-time less than 20 hours a week were ineligible for C.P.P. contributions, and subsequently do not receive C.P.P. benefits.

In most cases, widows are not entitled to the full benefit of their spouses' plans. A surviving spouse 65 years of age or older may receive up to 60 percent of the deceased contributor's benefits. In 1978, only 7.0 percent of private sector plans and 22.3 percent of public sector plans contained provisions for survivor benefits, covering less than half of those involved in employer-sponsored plans.

Women who dropped out from the work force permanently or for a period of time to raise children are also disadvantaged in both public and private plans. Vesting is the establishment of the employee's right to the employer contributions paid on his or her behalf. In many plans, pension benefits are not vested until the contributor has reached 45 years of age and has accumulated 10 years of service. Women dropping out for child rearing reasons might not meet these qualifications and would, therefore, receive only their own contributions with interest at a low rate of between 3-7 percent. Portability refers to the transferability of pension credits from one employer to another. Women who have dropped out of the labour force for childrearing purposes must begin a new pension plan, if available, on returning to work.

C.P.P. allows a person to stop pension contributions for 15 percent of overall length of service without affecting the level of pension benefits. In April 1977, the federal government introduced Bill C-49, an Act to amend the Canada Pension Plan. One of the proposals put forward in the Bill was a provision which would permit C.P.P. contributors to drop from the calculation of their C.P.P. benefits any months of low to zero earnings, where they had spent that time at home caring for children under seven. Ontario's recent (1983) support of this provision will enable its introduction.

In the case of divorced women, C.P.P. pension credits earned by one or both spouses during their years of marriage may be divided equally between them upon divorce or annulment. However, in Ontario there is no legislation guaranteeing that private pension benefits be divided upon dissolution of marriage. Pensions are not considered to be a family asset. For the most part, the courts in Ontario have ruled that pensions need only be divided under the property provision when one of the spouses is in receipt of a pension or where there is a vested right, such as under a R.R.S.P.

The Select Committee has endorsed the following recommendations of the Haley Commission which, if implemented, would exert a positive impact on women's pension provisions.2

- Vesting in private pension plans should be after five years of service or after five years of membership in the plan. The Pension Commission of Ontario should review the results of the change within three years time of the change, with a view to moving towards an earlier vesting period.

- When a durable employment relationship exists between an employer and a part-time employee, the employee should be given the opportunity to participate voluntarily in the employer's pension plan.

- A surviving spouse should receive 60 percent or more of the deceased employee's private pensio benefits.

- That under the Ontario Family Law Reform Act pensions should be regarded as income in retirement which may be a source of support in the event of a marriage breakdown, and not be treated as a capital asset.

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*Quebec is excluded since the Quebec Pension Plan operates under a separate agreement. The drop-out provision is in force under the Q.P.P.

Footnotes

[1]Ontario Ministry of Labour, Women's Bureau; unpublished data, 1981.

2Select Committee on Pensions; Final Report; March, 1982.

APPENDIX V

EMPLOYER SPONSORED CHILD CARE

A variety of employer sponsored child care options exists. These can be categorized as benefits or services. An employer sponsored benefit involves transfer of cash or in-kind support to an employee. Examples are vouchers which aid in purchasing day care services and the instituting of flex-time provisions in the work place. An employer sponsored service involves the direct provision of information in selecting child care or the actual provision of such care. Examples are provisions of on-and-off-site group child care centres, family day care spaces, resources for child care information and referrals.[1]

WORK-RELATED CHILD CARE BENEFITS

(i) Child Care Vouchers

- Such vouchers subsidize day care fees in the open market.
- Their limitations include the fact that they do not alleviate the problem of limited child care spaces, they are taxable benefits, they do not provide help with respect to child care arrangements, they have no demonstrable effect on absenteeism, turnover, morale and other organization behaviour concerns of employers.

(ii) Flex-time

- It has been suggested that the option of flexible working hours be made available to parents of young children.
- It is believed, however, that such arrangements can be stressful to participants.

WORK RELATED CHILD CARE SERVICES[2]

(I) On-Site Child Care

- This is the most prevalent form of employer sponsored child care.
- Primarily located on hospital sites, industrial sites, university and college campuses, and office buildings (primarily government).[3]
- Employer concerns revolve around the assessment of the need to establish an on-site child care centre and the extent to which such a need will continue to exist over time; the balance of employee responsibilities between the job and the child care centre; the capital necessary for the initial start-up, particularly in a poor economic climate.
- Advantages to Employees
  - stable child care in a tight child care market at hours which suit

particular work schedules;

- more economical than community services;
- an opportunity for parents to familiarize children with their work environment;
- greater possibility for increased sharing of child care responsibilities between the sexes; i.e., access during day
- parent/child togetherness during commuting periods.

(ii) Off-Site Child Care[4]

. Employers support a centre away from the work site itself by:

- giving direct financial support to a community centre in return for priority of spaces;
- providing equipment or services;
- subsidizing day care fees in the open market (i.e., vouchers).

(iii) Licensed, Private Home Day Care

. Non-residential child care provided in a private home other than the child's.

. Constitutes a major source of child care delivery in Canada.

. In Ontario, family day care homes are approved and monitored by a day care agency (Currently, there are 39 such agencies in Ontario) which are operated by municipalities, non-profit organizations and the private sector.

. Such services may also be managed by a separate non-profit agency formed by the employer.

. Type of child care services provided varies according to perceived needs of individual families and the particular family day care agency.

. Advantages to Employers

- initial start-up are lower;
- more ready accomodation of changes in child care needs.

. Disadvantages to Employers

- difficulty may be experienced with respect to recruiting and the possible turnover of providers (i.e., quality and consistency of care).

. Advantages to Employees

- it is a small group "home like" environment;

- if care provider quits at last moment, responsibility for making other arrangements is shared with employer.

. Disadvantages to Employees

- parents may be dissatisfied with choice of family day care homes available to them;

- parents may experience problems with variability in quality.

(iv) Information Referral Services

. These consulting services, provided by the employer, give working parents easier access to information about types of child care, fee structures, and the current availability of spaces in given areas.

. To extent that employers may recommend certain services they may act as quasi-regulators of services. However there are no known Canadian services which clearly offer an evaluative component.

. The government of Ontario has established information and referral services at Queen's Park.

. Advantages to Employers

- cost of the service is minimal;

- may serve to enhance organization's image.

. Disadvantages to Employers

- does not add to existing supply of child care spaces;

- does not decrease cost.

(v) The Consortium Model

. This involves child care service development by several firms combining to form a consortium.

. Of particular interest to small firms.

. At present, Family Day Care Services in Toronto have developed a consortia.

WORK-RELATED CHILD CARE IN CANADA

Some activity has occurred in Canada with respect to employer sponsored

child care.[5] Statistical highlights are summarized below:

- There are 39 work-related child care centres in Canada.
- On the average, they operate 5 days a week, for 8 - 11 hours per day.
- The majority (74 percent) accept children of employees and children of parents in the community. Where company involvement is prominent, employees' children receive priority.
- The majority (82 percent) are run by non-profit corporations with a Board of Directors. Of the remaining centres, three are run exclusively by day care staff, two are largely run by staff with parent involvement in the administration of the centre, and two are run by parents boards.
- The most common forms of employer contributions include donations of space, free maintenance, utilities, accounting services, and food.
- The majority (85 percent) charge the same fee to community parents. The average cost per child is $58.46 a week, which is below market value.

TAX IMPLICATIONS OF WORK PLACE CHILD CARE

Among potential benefits to employers who provide child care services is the opportunity to reduce their tax liability in a given year. These tax implications are outlined below as are the tax implications for employees who benefit from the provision/availability of the service.

for Employers

Under the Income Tax Act, all expenses incurred for business purposes are deductible. Revenue Canada, acknowledging studies which indicate that: the provision of the child care can reduce the level of absenteeism and employee turnover, aid in the recruitment of personnel and raise employee morale and thus productivity (Friedman, 1980, Milkovich and Gomex, 1981); has granted tax exemptions accordingly (Brooks, 1982). It is significant, however, to note that tax law distinguishes between:

- current expenses (A current ongoing expense is one that brings to the business a value that is consumed in the year).[6]
- current capital expenditures (A capital expenditure is one that produces a benefit beyond one year. Capital expenditures, even though incurred in one year, can only be deducted over future years (amortized).[7]

Employers treating child care provision expenses as current expenses (deducted in the year incurred and thus reducing tax liability for that year) would receive an immediate tax benefit.

While an employer ordinarily cannot deduct the full cost of a capital expense in one year, it is possible by registering the child care service as a charity to do so in this instance (Brooks, unpublished, 1982).8

Child care services can be registered as charitable organizations in two ways:

- a business can set up a day care service under a separate non-profit corporation. This corporation can register the service as a charity if it is perceived to be beneficial to the community as a whole.
- a business can register the service as a charity for the advancement of education.

The former option whereby the corporation, or consortium, registers the service as a charity which benefits the community appears, in practice, to be the more popular.9

A partnership is an additional method by which a consortium might provide child care services in cooperation with one another. This approach would not likely have any tax advantages over a non-profit corporation. Nevertheless, it may be preferable to establishing a separate business corporation to provide the services as a partnership is not a taxpaying entity under the Income Tax Act. Thus, each partner could deduct their share of respective losses when calculating income tax.

for Employees

Revenue Canada has not yet published its position on the taxation of work-related child care benefits.10 Their position as inferred from present practices appears to be that employees will not be taxed for employer-sponsored day care if:

- all employees receive the benefit or if alternative equitable benefits are provided;
- the day care service does not impose substantial costs on an employer;
- the value of the benefit is so small, it will not provide sufficient gains to warrant collection;
- it can be shown that the provision of the benefit serves a valid business purpose.11

FEDERAL PROGRAMS POTENTIALLY APPLICABLE TO THE CONSTRUCTION/MODIFICATION OF A CHILD CARE SITE

The Canada Community Services Program

The objective of the federal government's Canada Community Services Program (CCSP) is to provide employment in service related areas. Projects under the CCSP can operate for a maximum length of three years. Funding is provided by the federal government subject to a decreasing contribution formula - funding is decreased by one-third in the second year of a project's operation, and by two-thirds in the third (and final)year of the project's operation under the CCSP. Funding amounts to $299.00

per employee per week, of which a maximum of $168.00 is to be paid in the form of wages and the remainder in the form of benefits.

Additional monies of $40.00 per work week can also be made available to be used for specially associated costs such as specialized training, construction, and equipment.

Participation in the CCSP is limited to non-profit organizations. However, a change in this criterion is to expand the program to include municipalities is anticipated.

To date, the CCSP has not been used to fund work place child care initiatives. However, it is possible to utilize CCSP funds for such a purpose provided the program's non-profit eligibility requirements are met. Detailed information on the operation of the CCSP is available from local Employment Development branch offices.

The Canada Community Development Program

Funding for work place child care activities including construction/renovation endeavors, can and has been obtained through the Canada Community Development Program (CCDP). The CCDP is a job creation program funded by the federal government. Projects funded under the CCDP must operate from a minimum length of eight (8) weeks up to a maximum period of twelve (12) months. The eight week minimum also refers to the minimum employment period for individual project employees as well as to the length of the project. Preference in hiring is given to special needs groups such as disadvantaged (i.e., unemployed) youth, women re-entering the labour market after a lengthy absence, native people, and the disabled.

Eligibility requirements limit program participation to non-profit organizations. Currently, a proposal is under consideration to open up the program to the private sector provided that the sponsors of activities are not engaged in revenue-generating. Given the 12 month maximum period for which a project can operate, the program specifies that activities funded under the CCDP not be dependency-creating.

The federal component of wages paid to employees of a CCDP project is as follows: $168.00 per week is paid to project employees, and $280.00 to the project manager. An additional $50.00 per week per employee is made available to cover the cost of benefits, transportation, materials, and other such employment related expenses. The sponsor may supplement wages beyond this level.

Funding for construction related activities is higher. Wages are set at $180.00 per week for project employees and at $300.00 per week for the project manager. Again, $50.00 per week per employee is made available for benefits and related expenses. In addition, an extra $50.00 per week per employee is made available for benefits and related expenses. In addition, an extra $50.00 per work week is allowed for capital costs such as tools, equipment, sub-contracting costs, etc.

Ontario was targeted to receive $29.2 Million of CCDP funding for a 12-month 1982-83 period. This money is first allocated on a constituency (federal riding) basis. The average constituency allocation is approximately $200,000, the amount varying depending on the local need for job creation. Subsequently, each constituency's funds are allocated among approved projects. The maximum permissible federal contribution for a single project is $250,000 provided, of course, that the sponsor is situated in a constituency which has CCDP funds sufficient to cover this and other approved projects.

Further information on the CCDP* is available through Employment Development branch offices.

WORK-RELATED CHILD CARE IN CANADA

Table 1: Geographic Distribution

Province	Number	Percent
P.Q.	18	46
Ontario	11	28
Man.	4	10
Alta.	4	10
B.C.	1	3
Yukon	1	3

Table 2: Employers

Employer	Percent
Hospitals	50.0
Private Sector	15.0
Municipal Gov't.	7.6
Regional/Local Comm. Soc. Service Centres	18.0
Federal Government	5.0

Table 3: Years of Operation

Years	Number	Percent
5	28	72.0
5 - 10	8	21.0
10	3	7.6

Table 4: Location

Location	Number	Percent
On-Site	23	59.0
Near or on Route to Site	12	31.0
On-Site and Off-Site	2	2
Off-Site, not in Neighbourhood	2	2

Social Planning Council of Metropolitan Toronto and the Workplace Day Care Resource Group, July 1982.

Footnotes

[1]The provision of work place child care is not a new phenomenon. It began in the eighteenth and nineteenth centuries and flourished in World War II when it was considered patriotic for women to accept employment outside the home. In Ontario, the Day Nurseries Act was implemented in 1946 in response to demands for continuation of public support for child care.

2A work-related day care inventory for Ontario follows as does a section detailing both the tax implications of Work Place Child Care for both employees and employers and federally sponsored programs which may assist in the construction/modification of a child care site.

3An example of an employer sponsored on-site child care service in Toronto is the Hester Howe Day Care Centre which has been in operation at Toronto's City Hall since September 1980. The centre is guided by a Board of Directors comprised of parents, professional staff, union representatives, and representatives from the Chairman's and the Mayor's Offices. The centre operates at capacity. On average, it receives 10 requests per week for enrollment and there are 150 on the infant waiting list. Users receive a subsidy of $25 - $30 a week with preference given to single parents and low income workers.

4Some on-site child care is also sponsored by commercial child care operators, with some offering extended hours suitable to shift workers (i.e., Stelco, Dofasco).

[5]The labour movement has also indicated support for child care. A Day Care Coalition organized by the OFL advocated universal access to child care. Currently, various labour unions are in the process of including workplace and work-related child care in the bargaining process. For example, CUPE Local 1000 (Ontario Hydro), CUPE Local 2189 (YWCA), and The Communication Workers Local 50 (Bell Canada), have made public their desire for workplace and work-related day care provisions.

[6]Examples of current expenses would be: day care workers' salaries, food, etc.

[7]Examples of capital expenses would be: furniture or playground equipment.

[8]At present there is no statutory definition of "charity". In Canada, the practiced understanding of charities is drawn from a description cited in the Mortmain and Charitable Uses Act (Waters, 1974).

9A number of significant tax consequences result from registering a non-profit corporation as a charity:

- the corporation is able to issue receipts for all donations received;
- amounts paid to the non-profit corporations by the employer can be deducted in that year as charitable donations;

if the employer permits employees to contribute their services to the day care program the corporation is unable to deduct the value of these services as a charitable donation, but it can continue to deduct the employee's salary as a business expense.

Tax law dictates that an employer can deduct a maximum of 20% of its income in any year as charitable contributions. Previously, an employer would not have been able to deduct an amount contributed to a day care organization if the corporation either had little taxable income or experienced a loss. However, a November 1981 tax change proposal now permits taxpayers to carry forward a charitable contribution in excess of 20% of their income for five years and to deduct it from income in future years (Brooks, 1982).

Apart from employers, other interested parties can make tax-deductible contributions to the day care organization, thus broadening the scope of fund-raising. A private foundation established by the employer to manage its charitable donations could also contribute to the day care organization (Brooks, 1982, p.12). Individual employers supporting a consortium arrangement are eligible for tax exemptions to the extent of their actual contribution to the service (Brooks, 1982).

[10]Current tax discussions, seem to indicate that if work-related day care (i.e., centre care, family home day care) is provided at below fair market value, employees will not be taxed. However, if direct subsidies are given to the employee to support the purchase of day care services, the employee will be taxed.

[11]The assistance of the Ministry of Community and Social Services in the preparation of this Appendix is gratefully acknowledged.

ONTARIO WORK-RELATED DAY CARE INVENTORY

Name of Centre	Date Established	Employer involved in Day Care Program	Employer Contribution	Who Runs It?	Who Uses It?	Weekly Parent Fees (Per Child)	Number of Spaces	Number of Staff	Days and Hours of Operation
A Child's World, Toronto	September 1981	York Board of Education	Space	Parents and Staff on Board of Directors day-to-day operations of Centre run by Day Care Staff	75% York Board of Education, and York Borough Employees 25% Community	$45	20 (5 spaces retained for children of persons attending Adult Day School)	3 staff 2 supervisors and high school student volunteers	5 day week 9-10 hours a day
Children on the Hill, Ottawa	June 1981	Government of Canada, House of Commons (Ottawa)	Capital costs, operating expenses equivalent to rent, heat & electricity, space, maintenance, reduced, food costs	Board of Directors with parent and day care staff representation. Day care staff run the day care centre	100% employees	$75	48	8 staff 1 supervisor (at capacity)	5 day week 8:00 a.m. to 7:00 p.m.
Hester How Day Care Centre, Toronto	September 1980	City of Toronto	Capital costs, space, limited operating grant, maintenance	Board of Directors with parents, day care staff, employer and union representation	60% employees 40% community	$60 for employee $85 for non-employee	50	9 staff 1 supervisor	5 day week 8 - 11 hours a day
Hilda Roberts Day Care Centre, Toronto	December 1978	Manufacturers' Life Insurance Co.	A forgivable loan and mortgage at reduced rate from Manulife	Day care staff	15 - 20% employees (priority as spaces become available) 80 - 85%	$94.50 infants $78.50 toddlers	66	11 staff 1 director 1 cook	5 day week 8 - 11 hours a day

The above chart does not include centres affiliated with institutions.

Name of Centre	Date Established	Employer involved in Day Care Program	Employer Contribution	Who Runs It?	Who Uses It?	Weekly Parent Fees (Per Child)	Number of Spaces	Number of Staff	Days and Hours of Operation
Mutual Life Assurance Co. of Canada Day Care Centre, Waterloo	August 1982	Mutual Life of Canada Limited	All capital costs, some administrative services.	Centre is run as company dept. parent advisory committee has some involvement. Day care staff run centre on day-to-day basis	100% employees	$50	45 (licensed spaces)	4 staff 1 supervisor	5 day week 8 - 11 hours a day
Orde Street Public School Day Care Centre, Toronto	September 1978	Toronto Board of Education	Capital costs free space for first four months	Board of Directors with school principal, employee-parent day care director & community parent representation	Priority given to Board of Education employees (community parents accepted, space permitting)	$65 ($30 for school age program)	56 (includes 20 school age)	6 staff 1 supervisor	5 day week 8 - 11 hours a day
Pladec Day Care Centre, Kingston	September 1982	Kingston Psychiatric Hospital	Space, heat, hydro, maintenance, laundry for 1 year, dietetic consultation	Board of Directors with employee-parent representation	90% employees 10% community (estimated)	$80 for infant $65 preschool for employees for 8 hr. day $5 extra/wk. non-employee	19	4 staff 1 supervisor	5 day week 8 - 11 hours a day
Riverdale Hospital Day Nursery, Toronto	September 1964	Riverdale Hospitals	Maintenance, accounting, food, housekeeping, safety, minor medical attention	Administration hospital Board of Directors; supervisor runs day-to-day	90% employees 10% community	$58 for employee $70 for non-employee	45	8 staff 2 supervisors 1 nurse	5 day week 8 - 11 hours a day

Name of Centre	Date Established	Employer Involved in Day Care Program	Employer Contribution	Who Runs It?	Who Uses It?	Weekly Parent Fees (Per Child)	Number of Spaces	Number of Staff	Days and Hours of Operation
Sunburst Children's Centre, Downsview	September 1982	Environment Canada	Renovation costs, maintenance space contributions from unions	Board of Directors with parents, day care staff and union representation	87% employees 13% community (estimated)	$81.90 infant $77.30 toddler $65.75 preschool	37 (planned capacity)	8 staff 1 supervisor (at capacity)	5 day week 8 - 11 hours a day
Sunnybrook Hospital Creche Centre Toronto	January 1982 (scheduled opening)	Sunnybrook Hospital	2/3 capital costs, catering, laundry, accounting, payroll, planning expertise, land	Board of Directors with with employer, employee-parent and union representation	Hospital employees will have priority (spaces will be open to community parents)	$95.00 infant $85.00 toddler to 4 year old	75 (planned capacity)	12 staff 1 supervisor (at capacity)	5 day week 8 - 11 hours a day with intention to expand to 24 hr. care
Treasure Island Day Care Centre Orillia	September 1982 (scheduled opening)	Huronia Regional Health Centre	Maintenance	Board of Directors parent/ employee representation. Day care staff run day-to-day operations	100% employees	$55.00	15 full-time plus part-time time (planned capacity)	3 staff 1 supervisor (at capacity)	5 day week 8 - 11 hours a day proposed extended hours 6.15 a.m. to 11.15 p.m.

NOTE: Weekly parent fees for day care services were tabulated from information supplied in hourly, daily, weekly and monthly rates.

- This is an updated chart extracted largely from a Canadian Day Care Inventory conducted by the Workplace Daycare Resource Group and the Social Planning Council of Metropolitan Toronto, in press, 1982.

APPENDIX - VI

Selected Case Studies on the Introduction of New Office Technologies

Numerous case studies have focussed on the impact of technology applications on employment in clerical occupations. Certain of these studies have produced in longer term forecasts which anticipate declines in total employment. For example: The Federation of Commercial, Clerical, and Technical Employees (FIET) estimates a 25 percent decrease in office employment in Europe by 1990; a French report predicts a 30 percent decrease in clerical jobs in the banking and insurance industries; and Siemans, a German electronics firm, estimates that by 1990 approximately 40 percent of current office work will be done by computerized equipment.[1] There is also some concrete evidence of clerical reductions to-date in Britain. A number of insurance companies automated with a 37 percent reduction in full-time typists, and a 77 percent reduction in part-time typists. The British Standards Institute automated its offices with a 33 percent reduction in clerical staff.[2]

The trend toward reductions in the demand for clerical workers in Canada is noted in various organizational case studies. In Menzies study of the head office of a large Canadian corporation, it was found that 6-8 word processors could handle the text requirements for all but two of the 200 members of the professional and managerial group.[3] In Peitchinis' study of the Information Services Department of a Canadian food processor, following automation only three secretaries remained in a department of 108.[4] In his petroleum company example, seven secretaries remained in a department of 109.[4]

There is also evidence of reductions in the supervisory/management complement. In Menzies example of a Canadian insurance company, a reduction in the number of employees requiring supervision, the built-in monitoring capacity of the technology, and computer-aided instruction contributed to a reduced requirement for first-line managers involved in performance supervision and staff training.[5]

The case studies also indicate that those displaced by new technology have not , for the most part, been hired into new technical, professional, and managerial positions, primarily as a result of the discrepancy between their skills and those required in the new jobs. Peitchinis found that technological change would increasingly require workers to possess greater technical knowledge than that which can be acquired quickly through on-the-job training.[6] In Menzies's corporate example, in 1980, 25 women were employed in a possible 200 professional and managerial jobs, as compared to two women in that category in 1972. However, none of the 100 women displaced from the clerical ranks were promoted to these jobs, and only two of the 30 displaced men were promoted.[7] In her study of a large Canadian insurance company, only one-half of the job openings posted in the first half of 1980 were filled by internal candidates.[8]

Those clerical and secretarial workers who are retrained generally assume new clerical jobs, for example, as word processors, data control clerks, date entry operators, or consol attendants.[9] However, the number of employees required in computer-related clerical functions may not equal the number displaced by automation. The consistency in the number of employees required in systems operation may further supress the rate of growth in clerical employment.[10]

It should be cautioned that case studies have serious methodological limitations and cannot be used to derive universal conslusions.

Further it appears that reductions in labour, and skill discrepancies have not resulted in extensive lay-offs or firings, specifically for those in the clerical area. Rather, the situation has been resolved largely through reduced recruitment, attrition, voluntary retirement, reduced over-time, and both increased and decreased reliance on part-time employment depending on the prior structur of the organization.[11] In this way, the potential adverse consequences of technological change are being accommodated.

Footnotes

[1]Appendix I; Table 37. Peitchinis, S.G.; The Employment Implications of Computers And Telecommunications Technology; 1981.

[2]National Union of Provincial Government Employees; Research Report No. 10; March, 1980

[3]Menzies, H.; Women And The Chip; 1981

[4]Peitchinis, S.G.; Op. Cit.

[5]Menzies, H.; Op. Cit.

[6]Peitchinis, S.G.; Op. Cit.

[7]Menzies, H.; Op. Cit.

[8]Ibid.

[9]Peitchinis, S.G.; Op. Cit.

[10]Ibid.

[11]Smith, J.S.; Op. Cit. Menzies, H.; Op. Cit.

APPENDIX VII

GOVERNMENT POLICY:

MECHANISMS FOR DEVELOPMENT AND IMPLEMENTATION

Provincial

Women's Bureau

The Women's Bureau of the Ontario Ministry of Labour was established in 1963 to provide a centre for study and action focusing on issues of concern to women in the paid labour force. Since then, the resources of the Bureau have been adapted to meet the needs of a growing number of client groups including women's organizations, employers, unions, educational institutions, and community agencies. The focus of the Bureau is public education. The status of working women and issues of concern to them are topics for ongoing research and analysis. An advisory service provides assistance to employers establishing affirmative action programs for female employees. Counselling agencies and groups working with low-income, native, and immigrant women are supplied with programming assistance. In addition to such outreach activities, the Bureau prepares studies and policy recommendations relating to the enactment and enforcement of labour legislation, particularly as it affects women. The scope of the Bureau's involvement and the utilization of its services have increased steadily since its inception. The nature and impact of these services are discussed in preceding sections of this paper.

Advisory Council on Equal Opportunity for Women

This provincial council was established in 1979. Representatives from private and public sector employers and labour provide the Minister of Labour and the Women's Bureau Affirmative Action Consulting Service with suggestions and recommendations regarding Affirmative Action policy and programs. The Chairperson of the Council is the Director of the Women's Bureau. In January 1981, the Council sponsored a tripartite consultation on Affirmative Action - Barriers and Solutions. In April 1982, the Council published its Three-Year Report on Affirmative Action.

Ontario Status of Women Council

This provincial Council was established by Order-in-Council in September 1973. Its mandate is to advise the government of Ontario, through the Provincial Secretary for Social Development, on all matters pertaining to the status of women. The Council also serves as a liaison between government and the women of Ontario. Much of its work is carried out through its five committees focusing on child care, education and recreation, health, labour, and special needs.

Ontario Human Rights Commission

The Commission administers and enforces the Ontario Human Rights Code through investigation and conciliation of complaints, mediation and consultation with employers, unions, and community groups. The Commision is also involved in public education regarding the provisions and principles of the Code and research into patterns of discrimination.

Employment Standards Branch

This Branch of the Ministry of Labour administers and enforces the Employment Standards Act. In the fall of 1979, the Ministry conducted a pilot project of equal pay investigations at randomly selected establishments to determine the extent of compliance with the law. The results of these audits indicated that given additional resources, more could be done to assure compliance with existing equal pay legislation. Eleven new officers were assigned in April 1980 exclusively to conduct equal pay investigations and routine audits of business establishments.

Ontario Manpower Commission

The Commission oversees the human resource activities of the Ontario government at both the policy and operational levels and is responsible for ensuring the development and effective co-ordination of these activities.

Board Of Industrial Leadership And Development (BILD)

BILD, all of whose members are Ontario cabinet ministers, addresses the major economic issues of the 1980's such as energy, lower labour force growth, accelerated technology, and increased job skill needs. In encouraging the development of programs to maximize adaptation to these changes, women's employment may be affected.

Ministry of Community and Social Services

This Ministry's involvement in areas related to women's employment includes the administration of the day care subsidization program, and the provision of pre-employment and related support services for sole-support mothers on social assistance intended to assist them in becoming self sufficient.

With respect to day care, subsidization through the Canada Assistance Program reimburses the province for 50 percent of the cost of providing subsidy to those who meet the criteria of a needs assessment. The province continues to bear 30 percent of the cost and municipalities are expected to pay the remaining 20 percent. Those who do not meet the conditions for subsidy are expected to pay the full cost of care.

Costs pertaining to licensing and other administrative and policy development activities are also eligible for cost-sharing between the provincial and federal governments on a 50/50 basis.

Capital costs of constructing new centres are split between the provincial and municipal governments on a 50-50 basis. Capital costs for the renovation of buildings are split 80% provincial and 20% municipal. The province can then recoup depreciation on capital expenditures from the federal government through the current cost-sharing mechanism.

Ministry of Education/Colleges and Universities

The Ministry of Education/Colleges and Universities has the responsibility for developing and implementing policy for all educational systems in the province-elementary, secondary, community college, and university. The Ministry of Colleges and Universities also has responsibility for developing courses and administering the institutional training component of the federal/provincial National Institutional Training Program. In recent years, a number of policies have been adopted and initiatives undertaken to prevent the development of sex-stereotyped attitudes by students and to encourage female students to consider diverse occupational fields in making career-related decisions.[1]

The Secondary Education Review Project was established in April 1980 for the purpose of conducting a thorough study of Ontario's secondary school system. The mandate was to examine almost every aspect of secondary schools, focusing in particular on the credit system, content and organization of the curriculum, standards and discipline, and the role of the school in preparing students for employment. The project developed a series of recommendations for submission to the Minister of Education, some of which would impact on the quality of education and counselling of female students and their preparation for labour force participation.[2]

Federal

Women's Bureau-Labour Canada

The Women's Bureau is the federal agency responsible for matters directly affecting the status of working women in Canada. Its objective is to accelerate the changes in attitudes, practices, and legislation that are necessary before full integration of working women into the labour force can be achieved through research, education, promotion, and consultation.

Co-ordinator, Status of Women

The Co-ordinator advises the Minister Responsible for the Status of Women on possible government initiatives to improve the position of women in Canada. She is also responsible for monitoring government activities to ensure that they are in accordance with policies to remove discrimination and provide equal opportunity for women.

Canadian Advisory Council on the Status of Women

This Council advises the federal government and the public on issues of interest and concern to women, and recommends actions which it considers necessary to improve the position of women in society.

Women's Programs, Secretary of State

This program assists groups with funds and resources to develop projects and organizations that will improve the status of women.

Canada Employment and Immigration Commission

The Women's Employment Strategy was announced by the Minister of Canada Employment and Immigration Commission in November 1977. This strategy was in response to the 1975 Cabinet decision to encourage the participation of women in the labour market. Its primary concern is to ensure that all the programs and services offered by the CEIC meet the employment-related needs of women. In Ontario, the objective and sub-objectives of the strategy, as specified below, are now translated into measurable goals relating to CEIC's role in affecting women's participation in CEIC training courses and in the labour force, specifically in non-traditional courses and occupations.[3]

Objective

To actively promote the development of labour market conditions in which the economic potential of the female labour force is fully tapped, and to support women workers in their pursuit of economically viable and self-fulfilling employment.

Sub-Objectives

1) to assist women in acquiring the skills and experience that will facilitate their entry and re-entry into the labour market

2) to assist women in finding employment consistent with their qualifications and skills

3) to assist individual women in making employment choices from the full range of occupations in demand in the Canadian labour market

4) to assist employers in the identification and elimination of barriers to the recruitment and promotion of women

5) to promote the employment of women in those better-paying industries and occupations in which they have traditionally been underrepresented

In addition to the Women's Employment Division in Ottawa and the Regional Women's Employment Co-ordinators, there are now Women's Employment Co-ordinators in all District Offices and Canada Employment Centers in Ontario.

Federal/Provincial

The Committee on Non-Traditional Jobs For Women

This committee includes representatives from the Ontario Ministries of Labour, Education, Colleges and Universities, CEIC and community colleges. The purposes are to strengthen the INTO program offered through NITP and to explore innovative approaches to the development of other programs to assist the entry of women into the trades.

GOVERNMENT POLICY FOR WOMEN CROWN EMPLOYEES: MECHANISMS FOR DEVELOPMENT AND IMPLEMENTATION4

Women's Crown Employees' Office

The major responsibilities of the WCEO related to the Affirmative Action Program are:

- program development and co-ordination
- research monitoring and evaluation
- information and education

The office works closely with the Civil Service Commission Management Board and their respective staffs - the agencies having primary responsibility for policy and programs affecting all employees.

Affirmative Action Council

The Affirmative Action Council is an official body within the government, whose membership is comprised of the Affirmative Action Program Managers of each ministry and Crown agency in the province. Associate membership is held by Assistant Affirmative Action Program Managers, the Day Care Counsellor, and the Executive Officer of the Ontario Status of Women Council. The Director of the WCEO sits on the Council as an ex-officio member.

Through monthly meetings and a number of task forces and ad hoc committees, the members are able to identify problem areas within their mandate and to recommend modifications to existing corporate policies and practices. They also consider solutions suggested by other sources. The WCEO is represented on each of the task forces and committees. The specific task forces and committees which met in 1980/81, their mandates and activities are as follows:

Accelerated Career Development Task Force

Purpose:

To assist the ministries and the Women Crown Employees' Office in the planning, development, and implementation of accelerated career development.

Action:

A workshop was held providing information on the assessment centre technique, secondment, human resources, management initiatives, and inventories of senior women.

Studies and a survey were done on the feasibility of preparing a corporate human resources data bank for women. From the response to the survey, two accelerated career development forms were prepared to facilitate networking among the

various ministries in the Ontario Public Service. One was to identify possible developmental assignment areas available, and the other was a candidate profile to be used for women interested in a career development assignment.

A workshop was held on assessment centre training, covering the use of assessment centres in the Ontario Public Service and private industry, advantages/disadvantages, planning and simulation of exercises used in the centres.

Corporate Issues Task Force

Purpose:

To provide interface between the Affirmative Action Council, the Women Crown Employees' Office, the Personnel Council, and the Civil Service Commission on corporate issues affecting women Crown employees.

Action:

Discussion with the Civil Serice Commission and the Personnel Council on a wide range of issues such as staffing, compensation, benefits, and training and development. A final report and recommendations for submission to the Civil Service Commission are being prepared.

Outreach Recruitment Task Force

Purpose:

To develop effective outreach strategies to raise and diversify the occupational distribution of women in the Ontario Public Service.

To develop a model for outreach recruitment to increase the number of women in the Ontario Public Servic in under-represented occupations.

Action:

A half-day workshop on Effective Outreach was held and the Effective Outreach Resource Handbook was distributed to Affirmative Action Program Managers. The handbook includes the model on outreach recruitment, information on the Ontario Youth Secretariat, student guidance information services, professional organizations, Women into Non-Traditional Occupations and a listing of resource people at community colleges of applied technology.

Professional Development For Affirmative Action Program Managers Task Force

Purpose:

To respond to the council's need for direct management skills, practical-based workshops, and other information sharing mechanisms.

Action:

Information sessions for program staff were held on "Counselling" and "Meeting Leading".

A resource package providing information on organization books and publications relevant to affirmative action was printed and distributed to all program officers.

A two-day residential session was held for program managers on "Changing Human Systems".

"Looking Ahead 1981", replacing the annual one-day session "Taking Stock", was held to provide Affirmative Action Program staff and guests with information on the future involvement of women in the labour force.

Regional Delivery Task Force

Purpose:

To provide ongoing information and training sessions to women Crown employees in the regions.

Action:

One-day interministerial sessions were held in Kitchener-Waterloo, Brockville, Kirkland Lake, Sudbury, Niagara Falls, Orillia, Huntsville, Chatham, Peterborough, London and Alliston.

Noon-hour sessions on pensions, benefits, stress, and burnout were provided to employees in Thunder Bay via satellite network.

Interministerial training workshops were provided through the regional interministerial committees on: "Stress" in Sudbury and "Women into Management" in Thunder Bay.

Sexist Language Task Force

Purpose:

To address the issue of sexist language and sex-role stereotyping in Government of Ontario publications, reports, audio-visual materials and correspondence.

Action:

A survey regarding existing policies and guidelines on sexist language was conducted throughout all Ministries.

Inquiries into the existing policies and guidelines on sexist language of other levels of government were conducted throughout all ministries.

Draft "Guidelines on the Use of Non-Sexist Language" and a background paper on the issue were prepared. These were submitted to a sub-committee of the Council of Communications Directors for consideration in the Council's review of government publications standards, policies, guidelines and techniques.

Clerical and Office Services Categories Classification Standards Review, Ad Hoc Committee

Purpose:

To review the draft factor descriptions to be used in the development of new classification standards for the Clerical and Office Services categories and, where necessary, make recommendations for change.

Action:

The committee prepared a joint response from the Director of the Women Crown Employees' Office and the President of the Affirmative Action Council, and submitted these recommendations to the Classification Branch, Civil Service Commission.

Affirmative Action Program Managers (previously Women's Advisors)

A network of managers has been established in all ministries and agencies to implement affirmative action programs at that level.

Civil Service Commission

The Civil Service Commission administers the Public Service Act and provides input into personnel matters through the Chairman of Management Board. Women Crown employees are represented on the Commission by the Deputy Minister of Labour.

Annually, the WCEO prepares a report on corporate issues affecting the Affirmative Action Program, including recommendations for change for submission to the Civil Service Commission. The Commission distributes those recommendations which it approves to the various ministries and encourages co-operation in their implementation.

Footnotes

[1]Ontario Ministry of Education, Ministry of Colleges and Universities; Outline of Activities in the Area of Eliminating Sex Stereotyping in Curricula and in the Range of Educational Choices Open to Students; 1981.

[2]Ontario Ministry of Education; Report of the Secondary School Education Review Project; 1981.

[3]Canada Employment and Immigration; A Survey of Women's Employment in Ontario; 1981.

[4]Ontario Ministry of Labour, Women's Crown Employees' Office, The Status of Women Crown Employees, 1980/81 Report; 1982.

APPENDIX VIII

National Training Program: Courses Designated As Non-Traditional[1]

Aerospace Manufacturing
Aircraft Maintenance Technician (A.M.E.)
Appliance Servicing
Automatic Screw Machine (Setter Operator)
Automotive Merchandising
Avionics Maintenance Specialist - Aircraft

Blueprint Reading
Blueprint Reading for Welders
Bricklayer (Pre-Apprentice)
Building Mechanical Equipment Maintenance Operator
Business Equipment Servicing

Cabinet Making - Basic
Camera Repair Mechanic
Carpenter - General
Carpenter General - Advanced
Carpenter General - Basic
Carpet Layers & Smooth Surface Floor Covering
Computer Assisted Design/Computer Assisted Manufacture Techniques
Construction Trades Helper
Cutters & Skidders

Dairy Herd Worker
Diamond Drill Operator
Drafting
Drafting Machine Tool Detailing
Drafting - Process Piping
Drafting - Refresher
Drilling and Blasting (Construction)
Drywall (Tape and Boarder)

Electrical Engineering Technician
Electrical Engineering Technician - Controls
Electrical Engineering Technician - Telecomunications Switching
Electrical Machine Repair
Electro - Mechanical Engineering Technician
Electro - Mechanical Engineering Technician - Robotics
Electronics - Audio Equipment and Systems
Electronics - Basic Skills
Electronics - Cable TV Service and Maintenance
Electronics - Digital Equipment and Systems
Electronics - Engineering Technician - Computer
Electronics Engineering Technician
Electronics Engineering Technician - Microcomputer
Electronics Engineering Technician - Telephone Systems
Electronics Equipment Assembler
Electronic Equipment Systems Tester
Electronics - General Servicing

Electronics - Industrial Control
Electronics - Mobile Radio
Electronics - Office Systems Servicing
Electronics - Radio, Hi-Fi, T. V. Servicing
Electronics - Video Tape Recorder Servicing
Environmental Horticulture (Phase One)
Environmental Horticulture (Phase Two)

Fabricating and Welding
Farm Equipment Mechanic
Farrier
Fluid Power and Control Mechanic
Forestry Grader & Scaler
Forestry Filer
Forestry Millwright
Forest Nursery Worker

Furniture Upholstery Repair
Furniture - Woodworking and Finishing

Gas Fitter
Geographic Information Systems Technician

Heating Technician
Heavy Duty Equipment Mechanic
Heavy Equipment Operator (Multiple Machines) Quetico Centre
Heavy Equipment Operator (Multiple Machines) Sheridan College

Industrial Electronic Controls
Industrial Maintenance Mechanic
Industrial Pipe Fitting
Industrial Robotics
Industrial Sewing Machine Mechanic
Instrumentation Engineering Technician - Industrial
Instrumentation Mechanic
Inventory Control
Inventory Control (Warehouse)

Laboratory Assistant
Layout, Fitting and Welding
Lithographic & Screen Printing - Layout & Stripping

Machine Shop
Machine Tool Setter Operation
Marine and Small Powered Equipment Mechanic
Marine Engineers
Marine Navigators
Masonry
Mechanical Engineering Technician
Mechanical Engineering Technician - Drafting
Mechanical Engineering Technician - Drafting Design
Mechanical Engineering Technician - Numerical Control
Microcomputer Management

Numerical Control Machine Programmer
Numerical Control Machine Tool Setter Operator

Offset Printing
Oil Burner Service
Orchestral Training (Advanced)

Painting and Decorating
Pipeline Welding
Plastering
Precision Instrument Mechanic
Precision Mechanical Assembly
Process Operations
Production Machine Operator
Production Planning and Inventory Control
Prospecting Techniques

Quality Control

Refrigerating and Air-Conditioning
Retail Merchandising
Residential Siding Installer
Retail Meat Cutting
Retail Mechandising

Sawmill Operation & Maintenance
School Bus Driver
Screen Process Printing
Sideboom Operator
Sign Writing
Stationary Engineering
Straight Truck Driver
Survey Assistant
Swine Farm Worker

Telephone Systems Installation & Service
Tile and Terrazzo Installer
Toolmaking
Tractor Trailer Driver

Underwater Skills
Underwater Technician

Welding Engineering Technician - Inspection
Welding Fabrication Technician
Welding Fitter
Welding Operator
Welding - Tungsten Inert Gas

Footnotes

[1]Canada Employment and Immigration, Ontario Region, 1983.

APPENDIX IX

JOB CREATION PROGRAMS

Provincial

The Ontario Career Action Program, operated through the Ministry of Colleges and Universities on a year-round basis, offers young people who have left the educational system an opportunity to gain work experience and develop job skills. Work and training are provided in the private and public sectors. Participants must be aged 16 to 24, and have been unemployed and actively seeking employment for at least three months. They receive a weekly stipend, for a maximum of sixteen weeks employment.

The Ontario Youth Employment Program, operated through Municipal Affairs and Housing, affords work experience to unemployed young people 15-24 years of age. The program operates for a 26 week period during the summer to enable farm and business communities to create additional employment opportunities. Employers are offered a $1.25 per hour subsidy towards the wages of young people who are hired for newly-created jobs.

The Experience Program, operated during the summer through the Youth Secretariat, offers young men and women a wide range of experience-based employment opportunities in the areas of culture, recreation, social services, education, and the environment in both the public and private sectors. The program is administered through various ministries and associated agencies. The main emphasis is on jobs that afford participants valuable work experience.

The Student Venture Capital Program is sponsored and administered by the Ontario Youth Secretariat, in cooperation with the Royal Bank of Canada and the Ontario Chamber of Commerce. Under this program, persons 16 years of age or over who are returning to full-time study may apply for interest-free loans to a maximum of $1,000 to develop and operate their own business enterprise during the summer.

The Junior Ranger Program, operated through the Ministry of Natural Resources, provides a summer outdoor working and training program for students who turn 17 (but not 18) by August 31 in the year in which they participate in the program.

Federal

The Local Employment Assistance Program (LEAP) provides financial support to projects designed to increase the self-sufficiency of workers who are unable to compete for regular employment. Projects can either train participants for eventual competitive employment or create long-term jobs by establishing a continuing self-support business.

Canada Community Development Projects (CCDP) is a short term job creation program designed to create jobs in local communities that will increase the employability of the participants. Projects funded under this job creation program must be non-profit and create a minimum of three continuing jobs for women, Natives, youth or the handicapped. Projects are funded for two to twelve months and should create jobs at the time of the highest unemployment in the area in which they will operate (usually mid November to the end of March). Clients must have been unemployed for at least eight weeks and registered at the Canada Employment Centre.

Canada Community Services Projects (CCSP) is a program designed to provide employment in established non-profit organizations. Funding for this program is provided for up to three years on a diminishing scale. The work experience is expected to foster work habits and/or skills which will prepare participants for continuing labour market participation. The goal is to reduce employment disadvantages that are suffered by women, youth, Natives and physically handicapped persons. Suitable applicants for these positions must be registered with the Canada Employment Centre and have been actively seeking work for eight weeks.

Summer Canada Student Employment Program operated during the summer of 1981. The program is intended to create jobs for students, particularly for women, Natives, and physically handicapped students, in areas of high unemployment.

Local Economic Development Assistance (LEDA) increases the capacity of selected communities to meet long term employment objectives, by providing them with the means to develop employment development strategies through community corporations.

The New Technology Employment Program is designed to assist men and women with technical and scientific training to utilize their skills in support of research and development. Through this program, firms and non-profit organizations are provided with subsidies to hire unemployed or underemployed post-secondary graduates to work in research and development.

APPENDIX X

CAREER COUNSELLING AND PLACEMENT

Provincial

Career Education/Counselling In Elementary and Secondary Schools[1]

All aspects of students' environments influence the development of concepts regarding male/female roles. It is also the case that the school's role in career education is not restricted to the provision of counselling services. Rather, teachers, counsellors, peers, course choices and course contents all contribute to the formulation of career expectations. Recognizing the importance of the total school environment, the Ministry of Education has established policy and developed support materials to:

- assist teachers in developing a learning environment that is free from sex-role stereotyping of males and females
- assist teachers in developing a curriculum that accurately reflects the experiences and contributions of women as well as men
- encourage students to consider the diversified occupational fields open to them.

The following policy statements have been included in the circulars which outline curriculum policy for elementary and secondary schools in Ontario.

P1J1, The Formative Years, 1975

"It is also the policy of the Government of Ontario that education in the Primary and Junior Divisions be conducted so that each child may have the opportunity to develop abilities and aspirations without the limitations imposed by sex role stereotyping."

HS1, Secondary School Diploma Requirements, 1979-81

"The policy of the Government of Canada is that there be equal educational opportunity in the province. Thus, it is inappropriate for any school to deny a student access to a course or a program solely on the basis of the sex of the student. This does not make mixed classes of male and female students obligatory, but the policy underlines the fact that sex role stereotyping of courses and programs is to be avoided. Similar courses may be given to mixed or unmixed classes so that students of either sex are free to participate in courses in all available subject areas."

Special emphasis has been placed on avoiding sex-role stereotyping in Guidance, Family Studies, History, and Industrial Arts. Research studies on the source and implications of sex-stereotyping have been funded by the Ministry of Education. Guidelines and criteria have been developed for evaluating textbooks and curriculum materials in terms of sexist language. The student Guidance and Information System (SGIS), a computerized learning system with information on a wide range of careers, has been revised to remove any sex bias from its information. The course outline for the guidance course leading to additional qualifications for teachers has been reviewed. The

outline now emphasizes the avoidance of sex stereotyping and the goal of equality of opportunity for female and male students.

The Secondary School Education Review Project has made the following recommendations which would impact on the female students' preparation for labour market participation:[2]

Recommendation # 15:

That curriculum guidelines, particularly in the compulsory subjects, include life skills in the core part of the program, where appropriate to the context.

Recommendation # 39:

That the Ministry of Education and other Ontario government ministries, in undertaking policy initiatives affecting the relationship between school and workplace, take into account that:

a) the traditional roles of males and females in our society are changing substantially

b) females are continuing to enter the work force in large numbers

c) school policies and counselling practices ought to reflect the changing societal patterns.

Recommendation # 81:

That faculties of education and school boards, in both in-service and pre-service programs, be encouraged to equip all teachers with guidance and counselling skills and thereby broaden the base of guidance and counselling services in the schools.

Recommendation # 82:

That the Ministry of Education clarify the role of guidance counsellors from Grade 7 to 12 with respect to their responsibilities for career counselling and personal counselling, and develop the means by which career guidance can be given additional emphasis.

Recommendation # 83:

That, in consultation with teacher and trustee organizations, the Ministry of Education develop specific plans for dealing with the following problem:

d) the negative role model effect of certain school subjects being taught almost exclusively by either male or female teachers and the disproportionately low number of female teachers occupying administrative positions in the school.

Women's Bureau Career Counselling Consulting Service

The Bureau has a Counselling Consultant who works with counselling agencies across the province, supplying them with programming assistance and resource materials. Towards the removal of sex-based discrimination in counselling and stressing a broader range of career options for women, the following resource materials have been prepared:

Career Selector - a series of 7 booklets for students and re-entry women, providing information on the training requirements, working conditions, salary expectations, and opportunities in the field for over 200 occupations.

The Job Search - a booklet outlining the assessment of skills, expectations, and career goals, resume writing, and interview preparation.

New Skills For Women - a brochure which discusses training and jobs in the skilled trades and technology areas.

But What Else Can A Women Be - a collection of newspaper articles about women of all ages who have entered a wide range of non-traditional jobs.

Options: A Sourcebook on Employment and Education for Women - a guide for counsellors and individual women providing information on education and training, preparation for the labour market, and rights in employment.

Women In Trades Survey - a survey which documents the problems women experience in gaining access to jobs in trade and technical areas, namely, lack of job opportunity information, the attitudes of others, and a lack of available apprenticeship positions.

The Women's Bureau Summer Experience Program and the Bureau's Career Consultant were instrumental in developing local associations of women in trades. During the summer of 1980, through the Experience Program, ad hoc groups of women in Ottawa and Toronto sponsored projects which employed students to lay the ground work for the development of local support networks of women who are training for or employed in jobs in the skilled trades. The sharing of job opportunities and training information is a primary function of these groups.

In September 1980, the Bureau chaired a planning committee that organized the Ontario delegation to the first national Women in Trades Conference held in Winnipeg, Manitoba. In addition, the Career Counsultant also assisted in the planning of the first Ontario based Women in Trades Conference which took place in Hamilton in April, 1981. There are now six associations in Ontario. Three of these received additional support through the Bureau's Experience '81 program.

Ontario Youth Employment Counselling Program

Since May 1981, as a result of a BILD initiative, the Youth Secretariat and local communities in Ontario have co-sponsored the development of 20 Youth Employment Counselling Centres. These centres focus on one-to-one employment counselling as well as the placement of youth. No specific policies exist concerning women as a client group, except when the community itself has identified a need.

Ontario Career Action Program

OCAP offices in the province offer group career counselling and job search sessions to OCAP applicants. Listings of available OCAP positions are also maintained in these offices.

Federal

Canada Employment Centres

All CECs offer career and employment counselling to clients on an individual and group basis. To assist in the process, several kinds of counselling tools are used including tests, publications and presentations.

The National Job Bank is a computerized inventory of job vacancies throughout Canada. All CEC counsellors have access to this information.

Women's Employment Centres

In 1981, three Women's Employment Centres were established by CEIC in the Ontario region. While the Centres all provide a full range of CEC services, each maintains a different focus. In Thunder Bay, the main target group is native women; in Toronto the focus is on providing services to immigrant women; in Sudbury the emphasis is on marketing, particularly with respect to non-traditional occupations.

CEIC Outreach Program

The Outreach Program was developed by CEIC in 1972 in response to the special employment needs of specific groups in the labour force. The program contributes funds to projects which provide employment-related services such as vocational counselling, job placement, marketing, and expanded community awareness to target groups who require assistance beyond that which is immediately available at the local Canada Employment Centre.

Women are a primary target group addressed by the Outreach Program. Five projects in Ontario are funded specifically to assist women in gaining access to the job market. In 1981, 19 percent of the Ontario Regional budget was allocated to these five women's projects, which together have assisted over 9000 women, of whom approximately 40 percent were placed in employment and 10 percent in government-sponsored training programs.

In those communities where an Outreach project exists, there has been an increase in CEIC's ability to place in employment or skill training women, who require vocational counselling and job exposure beyond the resources available through the CEIC delivery system.

Program for the Employment Disadvantaged

The objective of this program is to stimulate the placement and continuing employment of employment disadvantaged persons in the private sector by providing financial incentives to employers to hire and maintain these persons. The program is divided into two components: one component is for mentally or physically handicapped persons and the second is for other employment disadvantaged persons. Each component provides a three phase structure of wage assistance. While not specifically designed for

women, the second program component benefits groups such as native women or women on welfare assistance.

Canada Manpower Mobility Program (CMMP)

This program provides funds to encourage the placement of unemployed workers whose skills are not in demand in their home area by assisting them to take advantage of job opportunities in other locales.

Canada Employment Centres for Students

In the summer of 1980, the CECS' program filled over 120,000 students vacancies. In the 1981-82 fiscal year, a module on women's employment was included in all the CEC staff training sessions and the CESC manual. One area emphasized was the importance of assisting young women to make employment choices from the full range of occupations in demand, in particular from those jobs which traditionally have been performed by men. By the end of the summer of 1981, 6.6 percent of female students had been placed in non-traditional jobs.[4]

Co-Operative Initiatives

Sole Support Mothers In Receipt of Social Assistance

CEIC and MCSS are involved independently, together,and as co-sponsors with community-based private sector organizations in the funding and provision of pre-employment programs particularly aimed at meeting the needs of sole-support mothers in receipt of social assistance. These programs, for example the Federal/Provincial Sole Support Mothers Project, Search of Self, Focus on Change, and many more, vary in duration and content but are all intended to prepare participants for employment and/or training. In many cases support services such as child care, placement, further counselling or training referrals, and/or reimbursement for transportation and other related expenses, are provided.

The courses generally include some of the following component options:

- individual counselling
- life skills
- goal setting
- resume writing
- interview preparation
- job search techniques
- child management
- parenting
- community and educational resources
- personal assessment

- career planning
- personal presentation
- assertiveness training
- debt counselling

With respect to the courses in which MCSS is involved, the success rate of participants in securing employment or training is close to 50 percent.[5] It is also the case that MCSS is currently planning an expansion of the existing service model to include:

1) provision of services to all FBA recipients
2) an expansion of employment-related services such as one-to-one career planning assistance
3) reimbursement for expenditures related to job search
4) increased provision of child care for participants.

Post-Secondary Counselling/Placement

Some of the university/community college campuses in Ontario maintain independent career counselling, placement and/or recruitment operations for students. The nature of the services provided varies from campus to campus. While in all cases the counselling service is maintained by the educational institutions themselves through MCU, CEIC has assumed responsibility for placement services on some campuses.

Two objectives, as outlined in the policy document, Affirmative Action Guidelines for Women in the Colleges of Applied Arts and Technology, address the issues of:[6]

- diversifying female student enrollments
- programming to reflect the female experience and the changing/expanding roles of women.

Each college devises strategies and activities to fulfill these objectives in keeping with their own particular environment.

Footnotes

[1]Ontario Ministry of Education, Ministry of Colleges and Universities; Outline of Activities in the Area of Eliminating Sex Stereotyping in Curricula and in the Range of Educational Choices Open to Students; 1981

[2]Ontario Ministry of Education; Report of the Secondary School Education Review Project; 1981.

[3]Canada Employment and Immigration; A Survey of Women's Employment in Ontario; 1981.

[4]Ibid.

[5]Ontario Ministry of Community and Social Services; 1982.

[6]Ontario Ministry of Education, Ministry of Colleges and Universities; Op. Cit.

APPENDIX XI

EQUAL PAY LEGISLATION IN THE TEN PROVINCES OF CANADA: 1981

TABLE 1

Jurisdiction	Date of First Equal Pay Laws	Name of Present Act/Date of Most Recent Revisions	Concept of Equal
Newfoundland	1971	Human Rights Code 1974	Same or similar work
Prince Edward Island	1959	Human Rights Act 1975	Substantially the same work
Nova Scotia	1957	Labour Standards Code 1980	Substantially the same work
New Brunswick	1961	Human Rights Act R.S.N.B. 1976	No specific mention of pay: rather pay is considered a condition of employment with respect to which discrimination is prohibited
Quebec	1964	Charte des droits et libertes de la personne 1975	Equivalent work is interpreted as work of equal value
Ontario	1951	Employment Standards Act 1975	Substantially the same kind of work
Manitoba	1956	Employment Standards Act 1975	Same or substantially the same work
Saskatchewan	1952	Labour Standards Act 1977	Similar work
Alberta	1957	Individual Rights Protection Act 1980	Same or substantially similar work
British Columbia	1953	Human Rights Code 1977	Same or substantially similar work
Canada	1956	Canadian Human Rights Act 1977	Work of Equal Value

1. Updated from Canadian Association of Administrators of Labour Legislation, Women's Policy Committee; Equal Pay In Canada; 1977, by the Ontario Manpower Commission through discussion with provincial representatives

TABLE 2

Jurisdiction	Benefits Consideration	Definition of Establishment	Exempt Groups
Newfoundland	Yes	Includes employees in different locations of same company	Domestics in private homes, teachers, supervisors, and administrators in schools, employees in non-profit religious or fraternal organizations
Prince Edward Is.	No clear definition of pay-benefits might be included	No clear definition; have not to date had any complaints regarding inequities in different locations of same company	Domestics in private homes, certain non-profit organizations
Nova Scotia	Yes	Includes employees in different locations of same company	Domestics, practitioners and students in certain fields (law, medicine, etc.) certain personnel in education
New Brunswick	Yes	Can include employees in different locations of same company	Bona fide exemptions as allowed under the code
Quebec	Yes	All units of a company which are organically linked, i.e. different locations of same company	None
Ontario	Not in equal pay section of Act but in Benefits Plans, Part IO, Section 14	Different location, same company under certain conditions	None
Manitoba	No	Same location, same company	None
Saskatchewan	Yes	Same location, same company	Domestics, farm labourers, persons employed on contract where only members of employer's family are employed
Alberta	Flexible, depending on situation	Same location, same company	Domestics and those employed as farm labourers
British Columbia	Flexible	Different locations, same company	None
Canada	Yes	Different locations within established geographic location	None

TABLE 3

Jurisdiction	Enforcement Agency	Factors and Procedures for Determining Equity
Newfoundland	Human Rights Commission, Department of Justice	Factors outlined in legislation as same or similar working conditions, skill, effort and responsibility, no interpretation manual - flexible approach - factors may be dealt with independently or as a composite
Prince Edward Is.	Human Rights Commission	Factors outlined in legislation as equal skill, effort, experience, education, responsibility, and similar working conditions, no interpretation manual - composite approach to factors
Nova Scotia	Labour Standards Division, Department of Labour	Factors outlined in legislation as substantially equal skill, effort, responsibility, similar working conditions - flexible approach, factors treated independently or as a composite
New Brunswick	Human Rights Commission, Department of Labour and Manpower	Factors not specified in legislation but skill, effort, responsibility, and working conditions used - flexible approach - factors can be treated independently or as a composite
Quebec	Commission des droites de la personne	- Factors not specified in legislation but are in interpretation manual - Composite of skill, effort, responsibility, and working conditions - A difference of five percent of total points is accommodated in an equity relationship
Ontario	Employers Standards Branch, Department of Labour	- Factors of substantially same skill, effort, responsibility restricted to and similar working conditions specified in legislation - Manual - Factors treated independently
Manitoba	Employment Standards Division, Department of Labour	Factors not specified in legislation - skill, effort, responsibility and working conditions, assessed independently

TABLE 3

Jurisdiction	Enforcement Agency	Factors and Procedures for Determining Equity
Saskatchewan	Women's Division, Department of Labour	Factors of similar effort, skill, responsibility, working conditions are specified in legislation - interpretation manual - factors evaluated independently
Alberta	Human Rights Commission	Skill, effort, responsibility, and working conditions - not specified in legislation but currently working on interpretation manual - composite approach
British Columbia	Human Rights Branch, Ministry of Labour	Factors of skill, effort and responsibility specified in legislation and policy manual - factors treated independently
Canada	Canadian Human Rights Commission	Factors of skill, effort, responsibility and working conditions specified in legislation - composite approach - Equal Wages Guidelines - point difference is flexible depending on the nature of the situation

TABLE 4

Jurisdiction	Initiation of Investigation	Time Limit for Complaint	Confidentiality	Restrictions on Recovery of Wage
Newfoundland	Complaint and random investigation	None	Where possible	No limit on amount of wages to be recovered or period of time in which wages are recoverable
Prince Edward Island	Complaints only	1 year	Where possible	1) Through Supreme Court Action recoverable wages restricted to 12 month period prior to termination or commencement of proceedings 2) Complaint before Commission: no restrictions
Nova Scotia	Complaints only	6 months	Where possible	6 months
New Brunswick	Complaints only	None	Yes, until case proceeds to Board of Inquiry stage and then at the discretion of the Board	No restrictions
Quebec	Legislation allows Commission to initiate investigation but due to insufficient resources only respond to complaints	None	Until investigation - because of confrontational approach to resolution confidentiality becomes difficult at this stage	2 years
Ontario	Routine investigations and complaints	2 years	Yes, where possible	a) order for payment restricted to a maximum of $4000 per person - No precedent otherwise

TABLE 4

Jurisdiction	Initiation of Investigation	Time Limit for Complaint	Confidentiality	Restrictions on Recovery of Wage
Manitoba	Complaints only investigations are allowed but none have been conducted in the last 6 years	60 days	Yes, if claim of a confidential nature	- By law, 1 year prior to complaint - By policy, only 6 months
Saskatchewan	Complaints and investigations	None	Yes, where possible	- No monitary restrictions - Assessment of back wages cannot predate the legislation
Alberta	By complaint only	6 months	Yes, where possible except at public board	12 month period prior to termination or commencement act
British Columbia	Predominently complaints; Director of Commission may initiate investigation but rarely does	usually 6 months	Yes, except at public Boards or where permission granted by both parties	- Legislation specifies 12 months - Approach taken is flexible
Canada	Complaints only at this time	12 months unless Commission decides otherwise	Yes, where possible	12 months or such other per as the Commission decides - Not predating legislation

TABLE 5

Jurisdiction	Penalties	Protection from Reprisal	Right of Appeal	Number of Investigations
Newfoundland	a) On conviction i) Individual maximum fine $100 ii) Trade unions, employer's organization, employment agency or corporation maximum fine $500 b) Injunction available	Yes	Employer and Employee to the Supreme Court of Newfoundland	No data available
Prince Edward Is.	For contravention of Act or failure to comply with order i) Individual fine of $100-$500 or 30 days ii) Corporation fine of $200-$2000	Yes	Not established in Act - To Courts	1980 - 2 claims involving 2 women - 1 settled at $300
Nova Scotia	a) For contravention of Act, maximum fine $100 or 30 days b) For contravention of order of tribunal i) Individual maximum fine $500 or 90 days ii) Corporation maximum fine $1000	Yes	Employer and Employee to Labour Standards Tribunal within 10 days of notice from Director	Approximately 2 or 3 complaints in last 3 years
New Brunswick	a) On conviction i) Individual maximum fine $500 ii) Corporation trade union - maximum fine $2000	Yes	Employer and Employee may appeal questions of law and jurisdiction to Board of Inquiry also appeal to the Ombudsman	1980/81 Approximately 5-7 equal pay complaints received

TABLE 5

Jurisdiction	Penalties	Protection from Reprisal	Right of Appeal	Number of Investigations
Quebec	If offense is considered willful, order compensation above and beyond wages	Yes	To the courts	Since 1976 32 cases settled involving 2000 women
Ontario	On conviction: maximum fine $10,000 or 6 months or both	Yes	Employee - another officer to review case or to the Ombudsman Employer - Right to ask for a referee - Both to courts	April 1980 - Feb/82 374 investigations conducted 115 of which were routine audits and 259 in response to complaints 86 violations found 1054 employees, mostly women, affected receiving a total of $546,575 in arrears Predicted annual costs $535,268 affecting 927 employees
Manitoba	For contravention: a) Maximum fine $500 costs may be assessed in addition to back wages	Yes	Employer and Employee 1) To Manitoba Labour Board for hearing 2) To courts	Between 1978-1981, 1 complaint was received, in 1979
Saskatchewan	Order of Commission or failure to comply: i) Individual maximum fine $500 or 30 days ii) Corporation maximum fine $2000	Yes	Employer and Employee to courts also appeal to Ombudsman	1980/81 17 complaints settlements affecting 22 women for a total of $16,393.62 1981/82 12 complaints settlements affecting 9 women for a total $5,787.21. Currently 3 cases progress involving a large number of women

TABLE 5

Jurisdiction	Penalties	Protection from Reprisal	Right of Appeal	Number of Investigations
Alberta	None specified	6 months	Employer to courts - Employee to courts but can also appeal to Commission directly, to the Minister or to the Ombudsman	1980/81 5 settlements affected 27 women
British Columbia	1) For Contravention or failure to obey order i) individual maximum fine $1000 ii) Corporation, trade union, employers organization or employment agency maximum fine $5000 2) Order by Board of inquiry where contravention made knowingly or with wanton disregard	Usually 6 months	Employer - to courts Employee - review by another officer and to the courts	No data available
Canada	- Order of Tribunal is registered with Federal Court of Canada and is enforceable in the same manner as an order of the Court - Maximum fine $5000 or 1 year	12 months unless a Commission decides otherwise	Appeal to Review Tribunal or to the Federal Court of Appeal	Since 1977 7 equal value cases settled - 4 involving group classifications, 2 involving individuals and 1 in which equal value was not found. 20 complaints are currently under investigation. 2 major group settlements, 1 involving approximately 380 female library workers - $2.3 million; 1 involving 2300 female and 800 male general service workers - $17 million with continuing costs of approximately $1 million a year

APPENDIX XII[1]

JOB EVALUATION SYSTEMS

Types of Systems

There are four conventional methods of job evaluation in common use: ranking, classification, the point-factor system, and factor comparison. Generally, these systems are modified to suit the needs of the organization.

Ranking

Ranking is generally adopted by small organizations and involves the comparison of whole jobs on the basis of overall worth. Jobs are placed on a scale according to their assessed importance.

Jobs usually performed by women are often perceived to have low social status and may, therefore, be given little importance. In our society, for example, the position of secretary is not usually considered to be important - or as valuable - as that of plant foreman, manager, computer analyst or sales representative.

Classification

Classification methods involve the comparison of whole jobs within job families. Wage ranges are assigned to groups of jobs, not only in accordance with their relative importance within the organization, but also as a reflection of the going rates in the market place.

The establishment of pay rates involves the comparison of each job with a benchmark - a stable position which possesses both essential job characteristics and pay rates which reflect labour market norms.

Job families, such as clerical and secretarial classifications which can consist almost completely of women, are often allotted low wage rates. Generally, in the classification system, no mechanism exists for comparison with other job families, so that the wage range for classes of undervalued incumbents, remains lower than the range set for other classifications.

The discriminatory aspect of evaluation is validated and becomes systemic when compensation rates are based on labour market pay data. The undervalued remain undervalued.

The Point-Factor System

The Point-Factor System or point-rating system is the most widely used job evaluation method. Rather than measure whole jobs, it compares job characteristics or factors -skill, effort, responsibility and working conditions. These factors are defined by type and degree of difficulty, with points assigned to each factor degree.

Jobs are similarly defined according to types and degree of effort, responsibility and working conditions. Point totals, reflecting the relative importance of the job, are converted to dollar amounts. These amounts are based on the wage range assigned to the types of jobs.

Wage scales may be adjusted to reflect both labour market rates and the subjective assessments of evaluators as to the relative importance of the job. For example, the total point score can be adjusted to fit the pay data, so that while some jobs might be allowed a certain dollar amount per point, jobs with a tendency to be undervalued, could be assigned less than that regardless of the necessary skill, effort and responsibility factors for the job.

The Factor Comparison Method

The Factor Comparison Method requires the ranking of each job in relation to a key job or benchmark in terms of both the common compensable factors - mental requirements, skill requirements, physical requirements, responsibility and working conditions - and the assigned worth of that factor.

Benchmarks are analyzed according to the assessed degree of each factor, and ranked accordingly. Dollar amounts (or points to be converted to dollars) are assigned to each degree according to assessed worth. When relationships have been established for each factor, total scores are determined which indicate whole job values; these whole jobs are then ranked again in order of importance and worth.

A high degree of subjectivity may be present in the selection of benchmark jobs, as well as in the definition of worth and the determination of the degree of involvement of each compensable factor. As in other systems described, in reality worth may be determined by external pay rates rather than in terms of contribution to the organization.

Footnotes

[1]Ontario Ministry of Labour, Women's Bureau; An Approach to Bias-Free Job Evaluation Procedures, 1981.

APPENDIX XIII

CURRENT PROVINCIAL CHILD CARE INITIATIVES[1]

1. Additional Subsidized Care

1,500 new spaces are being subsidized throughout the province. These new spaces were made available in January 1981.

2. Public Education Campaign

A public education campaign is being designed. Its aim is to enable parents to make better choices with regard to either remaining at home, or seeking suitable unlicenced child care arrangements. The focus is on unlicenced care as:

- it accounts for 85 percent of all care situations
- it is less costly and more flexible than formal care, and
- there are no standards for care so it is important that parents choosing informal arrangements are aware of what constitutes a good arrangement.

The full campaign will become operational in 1982-1983. Currently, a communications plan is being developed and resource meetings and seminars are being held.

3. Informal Care Pilot Project

The Ministry pilot project program is funding a series of locally sponsored demonstration projects designed to alleviate the difficulties of access and to enhance the quality of informal care given.

4. Family Group Care Projects

Family group care is an alternative to centre care, having as its goal good care at less cost. Two demonstration projects are being funded to assist in determining the capacity of family group care as a financially self-sustaining form of child care.

5. Private Home Infant Child Care

To encourage the development of private home day care programs for infants towards reducing costs, increasing the participation of full fee-paying parents, and developing service plans.

6. Capital and Operational Start-up Assistance

Capital and operational start-up assistance are provided to non-profit organizations who want to establish new child care centres. Preference is given to parent boards or employee/employer boards which plan to use existing vacant spaces,

such as classrooms, churches, etc.

The funding is tied to tight guidelines and more services to full fee-paying parents.

7. Service Planning

Service statements will be utilized in future by the Ministry to enable both the Ministry and municipalities to ensure the effective utilization of resources within the context of Ministry policy. Presently, the Ministry has implemented full service planning with all the Children's Aid Societies, and elements of the approach with the Children's Youth Institutions.

The Ministry would like to evaluate the effectiveness of applying the "service plan approach" to funding day nurseries. A consulting firm has been hired to develop, introduce and evaluate a service plan for Metropolitan Toronto and the Regional Municipality of Ottawa-Carleton.

8. Standardization of Criteria for Child Care Subsidies

There are wide variations in municipal policies and practices in the determination of:

- family income levels deemed eligible for subsidy
- charges
- cost of child care

The Ministry is currently developing policies and guidelines to ensure that families in similar financial circumstances receive consistent and equitable treatment across the province, and that public funds are directed to those in the greatest social and financial need.

9. Service Maintenance

In recent years, a number of child care centres, particularly private ones providing subsidized spaces, have encountered difficulties in maintaining existing levels of service and in responding to demand for increased service from their communities. To address this concern, funds are provided to municipalities which have the responsibility to determine the extent to which these funds will be used to resolve some of the current imbalances, and/or to increase further the number of subsidized spaces in the privately-operated programs.

10. Appointment of Additional Early Childhood Education Consultants

Eight additional Early Childhood Education Consultants and five clerical support staff were hired in 1981 due to the workload situation. This is seen as an interim measure to meet the most urgent needs, but it is anticipated that a further increase in staff may be required in the future.

Footnotes

[1]Ontario Ministry of Community and Social Services; unpublished data; 1981.

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